DOCUMENT RESUME

ED 119 009 CE 006 600

AUTHOR	Schwartz, Alfred I.; And Others
TITLE	Employing Civilians for Police Work.
INSTITUTION	Urban Inst., Washington, D.C.
SPONS AGENCY	National Inst. of Law Enforcement and Criminal Justice (Dept. of Justice/LEAA), Washington, D.C.
PUB DATE	Jul 75
NOTE	65p.
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (Stock No. 027-000-00341-9; $1.65)
EDRS PRICE	MF-$0.83 HC-$3.50 Plus Postage
DESCRIPTORS	Guidelines; *Law Enforcement; Occupational Information; *Paraprofessional Personnel; Personnel Evaluation; Police Action; Police Community Relationship; Police Costs; Program Attitudes; Program Costs; *Program Descriptions; Program Development; *Program Effectiveness; *Program Evaluation; Program Planning; Questionnaires
IDENTIFIERS	Community Service Officer

ABSTRACT

The study describes the experiences of 13 police departments where civilians were used in jobs normally performed by police officers. The findings are based on interviews with 158 people including police managers, officers in charge of civilian employees, and the civilians themselves. Two types of activities were surveyed: (1) the employment of civilians on jobs in communication, identification, and deterntion facilities, and (2) the use of civilians as Community Service Officers (CSOs), 18 to 20-year olds who assist police officers on the street. Police managers and officers were favorably impressed with the use of civilians because they relieved officers for more critical duites, cut costs, and improved service to the public. Most problems were related to police management practices or personality conflicts. Civilians' assessments of benefits and problems closely parallel those of the officers. Program success depended on the quality of planning, implementation, and management. The report contains four sections: an introduction, major findings, summary of successful and unsuccessful efforts, and guidelines and decision factors in using civilians. Appended material (30 pages) includes examples of job announcements and descriptions, information supporting the major findings, and questions asked of police department personnel. (Author/MS)

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U.S. DEPARTMENT OF JUSTICE
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NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

EMPLOYING CIVILIANS FOR POLICE WORK

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This project was supported by Grant Number 73-TA-99-1007 awarded to The Urban Institute by the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U. S. Department of Justice, under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice

July 1975
U. S. DEPARTMENT OF JUSTICE
Law Enforcement Assistance Administration
National Institute of Law Enforcement and Criminal Justice

National Institute of Law Enforcement and Criminal Justice

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Library of Congress Cataloging in Publication Data

Main entry under title:
Employing civilians for police work.
An Urban Institute study.
1. Law enforcement—United States—Employees.
I. Schwartz, Alfred I. II. Urban Institute.
HV8143.E45 363.2'2 75-619204

For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402
Price $1.65 Stock Number 027-000-00343-9

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FOREWORD

The use of civilians in jobs traditionally performed by police officers has increased rapidly in recent years as police departments have sought to reduce costs and put more officers on the beat.

The trend toward greater and more varied use of civilians is encouraged by leaders in law enforcement, supported by Federal funds, and specifically recommended in the report of the National Advisory Commission on Criminal Justice Standards and Goals: "Every police agency should assign civilian personnel to positions that do not require the exercise of police authority or the application of the special knowledge, skills, and aptitudes of the professional peace officer."

This handbook serves as a basis for developing civilian employment programs in police departments. Based on a study of the experiences of police officers and civilian employees in 13 cities of varying size across the country, it focuses on the specialized tasks most commonly performed by civilians. These tasks are in the communications and identification sections and in detention facilities. Community Service Officer programs, in which young people serve as police assistants, are also discussed.

In the great majority of cases, the use of civilians in selected roles has been successful. As this report points out, it is "likely to be expanded within departments and introduced to others." The variety of jobs also is "likely to increase as its successes and savings are recognized."

This could have significant implications in terms of police hiring practices and force levels. In 1970, the number of civilians working for police departments in the United States was estimated at 35,565. This figure could increase by approximately 50 percent by 1980, and by as much as 100 percent by the year 2000.

Problems do exist, but most, according to this report, are "related to police management practices and can be alleviated by improved training and supervision of civilians." Other problems result from "mutual lack of knowledge and communication which may be overcome with the passage of time."

The key element in successful efforts appears to be the quality of police management — the degree to which managers carefully planned and implemented the civilian employment. Basic decisions which should be made in the planning process are discussed in the handbook. Guidelines are presented for detailed planning of such matters as job descriptions, supervision, personnel issues, and working arrangements to integrate civilians into the department.

While each department must make its own assessments of the cost and benefit tradeoffs, it is clear that employing civilians has been substantially beneficial to the great majority of police departments surveyed in this report.

GERALD M. CAPLAN,
Director
National Institute of Law
Enforcement and Criminal Justice

ABSTRACT

The use of civilians in jobs normally performed by police officers has increased rapidly in the past 25 years—particularly in larger cities—as police departments have sought to reduce costs and put more men on the beat.

This Urban Institute study describes the experiences of 13 police departments in cities of varying size across the country. It should be useful to departments considering whether to hire civilians, to departments already employing civilians but experiencing problems, and to federal, state and local officials concerned with planning and funding police activities.

The findings are based largely on interviews in 13 cities with 158 people, including police managers, officers in charge of civilian employees, and the civilians themselves. Two types of activities were surveyed: (1) the employment of civilians on jobs in communication, identification and detention facilities; and (2) the use of civilians in Community Service Officer (CSO) programs. The CSOs are generally 18- to 20-year-olds who assist police officers on the street.

As a whole, police managers and officers were favorably impressed with the use of civilians because they relieved officers for more critical duties, cut costs and improved service to the public. Many officers felt that civilians performed some tasks better than police, partly because civilians can concentrate on one job since they are not subject to rotation and special assignment as officers are, and partly because officers tend to consider some of the civilianized jobs confining, sedentary, a form of punishment and not proper police work. Some problems exist, but most are related to police management practices and can be alleviated by improved training and supervision of civilians. Other problems, described as "personality conflicts" by both officers and civilians, result from knowledge and communication which may be overcome with the passage of time.

Officers generally believe the civilians want careers in police work, and a very large proportion (85 percent) recommend that more be hired. Civilians also say that they want to continue police work. Their assessments of benefits and problems closely parallel those of the officers, but they desire improved pay, job security and training. Also mentioned was the need for more stringent entrance requirements matching the qualifications of civilians for a given job.

The use of civilians reduces overall costs. Salaries average 23 percent less for civilians than for officers and overhead about 10 percent less—though in the larger cities, overhead costs tend to be equal for both.

The degree of a program's success depends on the quality of planning, implementation and management. Even in the few unsuccessful efforts—where civilian jobs were terminated—police managers had no doubt that civilians could have fulfilled job requirements.

Thus, use of civilians in selected roles has been successful. It is likely to be expanded within departments and introduced to others. The variety of jobs for civilians also is likely to increase as its successes and savings are recognized.

The savings from civilianization are due primarily to lower civilian pay, overhead and training costs—prime sources of civilian complaint. If additional funds are expended to meet those complaints, the cost incentive may be reduced substantially.

Although each department must make its own assessments of the cost and benefit tradeoffs, it is clear that employing civilians in the jobs described has been substantially beneficial to all departments visited.

ACKNOWLEDGMENTS

The authors gratefully acknowledge their indebtedness to those who have provided information for this study and assisted in its production.

- The police officers and civilian personnel of the 13 police departments visited during the study. The results are a tribute to their openness to external inquiry and the frankness with which they responded to sensitive issues with the full encouragement of top-level management. Departments were visited in the following cities: Detroit, Michigan; Jacksonville, Florida; Atlanta, Georgia; Denver, Colorado; Oakland, California; Huntsville, Alabama; New Haven, Connecticut; East St. Louis, Illinois; Kansas City, Kansas; Compton, California; Scottsdale, Arizona; High Point, North Carolina; and Pittsburg, California.
- Gerald M. Caplan, director of the National Institute of Law Enforcement and Criminal Justice (Law Enforcement Assistance Administration) whose early counsel gave focus to the study; and the Office of Technology Transfer staff which provided guidance for Urban Institute analysts and constructive criticism throughout the study.
- The experienced officers of the review panel whose experiences and ideas enriched its content:

  Maurice J. Cullinane, Chief of Police, Metropolitan Police Department, Washington, D. C.

  George T. Hart, Chief of Police, Oakland Police Department, Oakland, California.

  Lawrence M. Wetzel, Chief of Police, Police Department, Phoenix, Arizona.

  J. P. Morgan, Jr., public safety consultant, St. Petersburg, Florida (former Director of Public Safety, St. Petersburg, Florida).

  Eugene M. Zoglio, Chairman, Public Services Department, Prince Georges Community College, Largo, Maryland (former Lieutenant, Metropolitan Police Department, Washington, D. C.).

- Faye Farnsworth and Gwendolyn Mobley who assisted in the field collection and analysis of data, and Sara Kelly who helped in the analysis and writing for several sections of this document. Also, Peter Bloch, Joe Nay, John Scanlon and Philip Schaenman—all of whom served on the internal review committee at The Urban Institute and made extensive criticisms contributing to the final report.

I. INTRODUCTION

Civilians are being employed by police departments in rapidly growing numbers and in an increasing variety of activities. Moreover, the trend toward greater and more varied use of civilians is likely to continue. This chapter identifies motivating factors for this use, growth pattern and trends, and tasks being performed.

A. Motivating Factors

The trend toward greater use of civilians results from four factors: (1) the need to control costs yet improve service to citizens, (2) expert opinion supporting the need to use civilians for low-skilled, "routine" tasks and for specialized tasks, (3) federal and state encouragement of civilianization, and (4) specific programs aimed at increasing the use of civilians.

Cost pressures can be traced back to the urban population boom after World War II. Though the rapidly growing cities needed more services, particularly law enforcement, a growth in police personnel was often deterred by tight city budgets and job competition from the private sector. In many departments, nonsworn personnel began to replace sworn officers in specialized jobs—and the trend has continued at a steady pace ever since.

The use of civilians has also been encouraged by leaders in law enforcement and criminal justice and by national commissions. O. W. Wilson and R. C. McLaren have written:

> The practice of assigning police officers to record tasks, clerical duties, reception desks, keypunch operations, and so on is unsound from the point of view of both economy and efficiency. Such positions can usually be filled by civilian employees at a much lower salary than would be paid to police officers. Also, civilians who perform these jobs have usually had some experience or formal training in typing, records and office procedures.
>
> At the higher levels of department management, specialists will be required to direct planning, finance, personnel, data processing and public information. Similarly, for the greatest long-term economy and efficiency...crime laboratory and...maintenance division (personnel) should be highly trained and experienced persons. The necessary skills for the accomplishment of these specialized tasks are not usually found in the ranks of the police force.[1]

The 1967 report of the President's Commission on Law Enforcement and Administration of Justice gave particular impetus to civilianization. It suggested that CSOs be used for such routine nonlaw enforcement duties as assisting stranded motorists, watching polls, and keeping in close contact with community needs.[2] It added the following:

> Communications, records, information retrieval, research, planning, and laboratory analysis are vital parts of police work that, as often as not, could be performed better by civilians with specialized training than by sworn law enforcement officers. And at higher administrative levels, there is a great need for the development of police careerists with professional qualifications in the law, in psychology, in sociology, in systems analysis, and in business management.[3]

The Commission's report led to legislation creating the Office of Law Enforcement Assistance, which later became the Law Enforcement Assistance Administration (LEAA) within the Department of Justice. Subsequently, LEAA has supported civilianization through grants for salary subsidies, training and technical assistance.

Other federal agencies have also helped. The Model Cities Administration of the Department of Housing and Urban Development designed and initially funded projects to relieve sworn officers of routine duties, to improve police/community relations in Model City neighborhoods, and to develop career opportunities for neighborhood youths. Similarly, the Department of Labor's Public Em-

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[1] O. W. Wilson and R. C. McLaren, *Police Administration*, New York, McGraw-Hill, Inc., 1972, p. 249.

[2] President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society*, 1967, p. 109.

[3] *Ibid.*

ployment Program has provided funds to support the use of civilians in police work.

Civilianization received continued support in national publications and from other national commissions. The report of the National Advisory Commission on Criminal Justice Standards and Goals (1973) implicitly included the increased use of civilians by police agencies as a major recommendation.[4]

> Every police chief executive should insure that all elements within the agency provide maximum assistance and cooperation to the patrol officer and *patrol officers should be relieved of minor tasks in order to* increase their capability to reduce crime.[5] (Emphasis added.)

B. Growth Trends and Potential Market for Civilians in Police Work

The use of civilians in police work has grown steadily in the past quarter century, particularly in the West. In 1950, 7.5 percent of the persons employed by police departments were nonsworn personnel. By 1972 the proportion had nearly doubled —to 13.2 percent (Figure 1). As can be noted from the figure, the growth rate increased somewhat in the 1960s, and the use of civilians is greater in the West.

In 1970, the number of civilians working for police departments was estimated at 35,565.[6] Based on the trend shown in Figure 1 and on population growth, that number could reach 52,000 to 55,000 by 1980 and 62,000 to 73,000 by 2000 (Table 1).

These estimates are conservative since they involve official police department personnel only. They do not include community police reserves—civilians with perhaps some degree of peace officer status who are particularly useful in handling seasonal influxes of tourists and coping with natural disaster.

C. Civilian Tasks in Police Work

Police departments have long used civilians as paid employees in tasks not directly connected with law enforcement—from janitor and school crossing guard to staff psychologist and computer analyst. But in the last ten years, civilians have been hired increasingly for jobs that deal with law offenders and law enforcement and in which most citizens still expect to find sworn officers. Such jobs include police communications, detention, fingerprinting, community relations, warrant serving, and investigation of selected problems.

This study focuses on only a limited number of specialized police jobs which have been and in

[4] National Advisory Commission on Criminal Justice Standards and Goals. *A National Strategy to Reduce Crime*, 1973, p. 71.
[5] *Ibid.*, p. 72.

[6] Federal Bureau of Investigation, U. S. Department of Justice. *Crime Report 1970*. Washington, D.C.

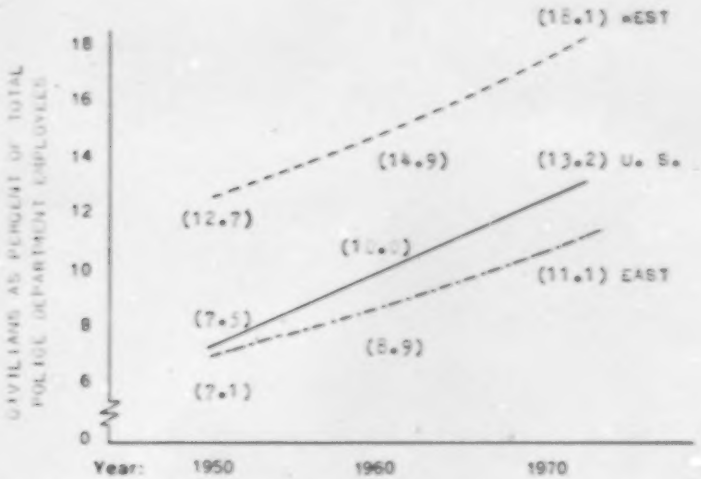

FIGURE 1: Civilians as Percent of Total Police Department Employees: 1950, 1960, 1970 for Total U. S. and East and West of the Mississippi River.

Source: Crime Reports, 1950, 1960 and 1970. Federal Bureau of Investigation, U.S. Department of Justice, Washington, D.C.

TABLE 1: Estimated Urban Population and Civilian Police Department Personnel in 1980, 1990 and 2000? (in thousands)

Year	(1) Estimated Urban Population	(2) Estimated PD Civilian Personnel	Change Since 1970	
			Number	Percent
	(Census Series F)			
1980	169,185	52,447	16,882	47
1990	187,795	58,216	22,651	64
2000	201,316	62,407	26,842	75
	(Census Series C)			
1980	177,099	54,901	19,336	54
1990	206,497	64,014	28,449	80
2000	235,407	72,976	37,411	105

Data Source: Statistical Abstract of the United States 1971 (94th edition), U.S. Bureau of the Census, Washington, D.C., 1971, Tables 5 and 18.

many departments continue to be performed by police officers. These jobs are in communications, identification and detention. One new type of civilian program—the CSO—is also treated. Civilians in communications generally receive calls from the public and direct them to police officers or other city agencies. In some departments, they also serve as dispatchers. Civilians in identification sections generally serve as fingerprint and photo technicians. Civilians in detention facilities (both male and female) generally serve as jailers. CSOs perform some activities, such as report writing or providing assistance to the public, commonly performed by police officers or which officers would handle if time were available.

A large proportion of the approximately 6,000 municipal departments in the U. S. have not yet decided whether it is a good idea to employ civilians in these specialized tasks. But many of these tasks have been performed by civilians in some departments for years. To provide the most useful information for the largest number of departments, the study concentrates on the most prevalent of the specialized jobs for civilians—in communications, identification and detention, and in the CSO programs. These were found to be the ones increasingly performed by civilians through a telephone survey of 80 municipal police departments nationally.

The range of tasks performed by civilians within each job type and by CSOs is given in Tables 2 and 3. The tasks were identified through an analysis of field surveys conducted in 13 cities. Not all tasks under each civilian job are handled by civilians in all cities surveyed. In fact, civilians may be assigned tasks in one city that are forbidden in another. Appendix A includes samples of police department job announcements and job descriptions used in selected cities. These can serve as a guide for other cities interested in employing civilians.

D. Information Sources and Sample Characteristics

This study is primarily based on case studies conducted in 13 cities: Detroit, Michigan; Jacksonville, Florida; Atlanta, Georgia; Denver, Colorado; Oakland, California; Huntsville, Alabama; New Haven, Connecticut; East St. Louis, Illinois; Kansas City, Kansas; Compton, California; Scottsdale, Arizona; High Point, North Carolina; and Pittsburg, California. The cities were selected following a screening survey that determined the extent to which civilians were used in police departments and identified departments with experience in this area.

Cities were selected for further study largely on the basis of geographic and size distributions and length of experience in the use of civilians. Characteristics of these cities relevant to this study are shown in Tables 4 and 5. They represent large, medium and small police departments, east and

[?] The assumption is that urban population growth between 1970 and 2000 will parallel national population growth. Entries for this table were then calculated as follows:

Column 1—Rates of change in the growth of national population were found for each decade between 1970 and 2000, using (a) the highest and (b) the lowest projections of population change for the periods 1970-1980, 1980-1990 and 1990-2000. These rates of change were applied then to the figures for urban population.

Column 2—The percent of civilian personnel in police departments in 1970 (and in 1972) was 0.31 per 1,000 inhabitants. This number then becomes the factor by which the urban population figures are multiplied. The result is the estimated civilian police department personnel.

west of the Mississippi River.[8] By design, the police departments in the 13 cities included the jobs and programs most commonly mentioned during the screening survey as using civilians. But the selected cities also had some unique job and program types.

In this study, information from departments with broad experience in using civilians as paid employees was considered more useful than generalizations from a randomly selected sample. Although data from such a purposively selected sample cannot be generalized upon with a known degree of statistical confidence, the survey responses were so consistent that the authors believe that the results would be similar for most cities in the country.

Each city visited was treated as a case study. Standardized, structured questions were asked of a police manager, officers in charge of civilians and several civilians in each city. In total, 158 officers and civilians were interviewed. The questions were largely open ended; relatively few forced-choice questions were asked. Thousands of individual responses were examined for variations between groups of responses. Judgments were made as to whether important differences occurred in response to each question from one city class to another. Since few noteworthy variations were found, responses to each question were then aggregated for each group across city classes. The comparisons of the aggregated responses of groups were then analyzed. Details are illustrated in Tables 1 and 2 and discussed in Appendix B.

Even though responses were substantially consistent, occasional noteworthy exceptions are highlighted. This may create the impression that problems are predominant in the employment of civilians; but such is clearly not the case as is demonstrated by the overwhelmingly positive views of both officers and civilians and by the fact that police managers over long periods of time continue to hire civilians.

TABLE 2: Tasks Performed by Civilians Within Job Types

A. COMMUNICATIONS*

Receives and/or transmits information
Gives general information to citizens
Maintains location of all police units
Determines if situation requires police action
Notifies other emergency units
Operates switchboard
Monitors interdepartmental radio
Performs clerical functions of above actions
Trains new communications personnel

*Telephone operators and/or dispatchers.

[8]Population size: large = more than 250,000; medium = 50,000 to 250,000; small = less than 50,000. It was considered important to represent both eastern and western cities because western cities tend to include a larger proportion of civilians in their police departments. In general, civilianization has occurred at a more rapid rate in the West than the East since 1950.

TABLE 2: Tasks Performed by Civilians Within Job Types

(continued)

B. IDENTIFICATION

Fingerprint Technician
Takes fingerprints
Lifts latent prints
Classifies, searches, verifies prints
Communicates with other agencies
Operates microfilm reader
Performs clerical function of above actions
Photography Technician
Takes photographs
Gathers physical evidence at crime scene
Performs field identification of disaster victims
Makes plaster and rubber casts
Processes film
Prepares slides
Prepares pictorial evidence
Takes motion pictures
Operates video equipment
Operates drying, enlarging and copying equipment
Mixes chemicals
Stores and safeguards developing equipment
Minor camera repair
Instructs officers in use of equipment
Other
Performs paraffin tests
Operates mobile crime investigations
Uses Intoxometer for breath tests
Receives, catalogs and preserves property
Prepares property for disposition
Operates teletype
Packages and mails evidence
Gathers physical evidence of persons
Prepares court room evidence
Testifies in court
Develops and maintains training program

TABLE 2: Tasks Performed by Civilians Within Job Types

(continued)

C. DETENTION*

- Receives inmates and others awaiting trial
- Transports inmates
- Searches, fingerprints and photographs inmates
- Responsibility for well-being of inmates:
  - Allowing one telephone call
  - Health
  - Property safekeeping
  - Feeding
  - Rehabilitation
  - Educational programs
  - Recreational programs
- Screens visitors
- Security check of facilities
- Provides court security
- Enfotces discipline from inmates
- Processes release
- Operates computer
- Checks Identification Department
- Analyzes Intoxometer
- Serves as witness in court
- Investigates in facility:
  - Accidents
  - Deaths
  - Contraband evidence
  - Irregular incidences
- Preserves evidence
- Plans, coordinates, supervises work assignments of inmates
- Trains and instructs other correctional officers
- Prepares records and reports
- Recommends new and revised policies and procedures

*Jailers

TABLE 3: CSO Tasks

- Performs tasks in these units:
  - Communications
  - Identification
  - Detention
  - Bicycle Bureau
  - Car Pound
  - Traffic (detail, writing tickets, handling accidents)
- Assists officers in:
  - Contacts with citizens
  - Lectures
  - Patroling parks
  - Crime prevention campaigns
- Conducts tours in police department
- Reports on and patrols vacant homes
- Reports on abandoned vehicles
- Refers citizens to other agencies
- Performs clerical functions for above activities

TABLE 4: Personnel Data for the Police Departments Interviewed During Site Visits

Sampled Police Departments Surveyed	Police Department Personnel		Total Department Personnel			Civilians in Three Major Job Types							Average Annual Salaries				Origin of Job Number of Years			City Population
			No.	Percent		Number of Employees			Percent of Total Civilians				Patrol Officers	Civilians						
	Sworn	Civ	FD	Off.	Civ.	Comm.	Ident.	Detent.	Comm.	Ident.	Detent.	Total		Comm.	Ident.	Detent.	Comm	Ident.	Detent.	
Detroit, MI	5,317	782	6,299	88	12	100	27	16	11	3	5	21	13,000	11,719	11,675	10,801	2	25	10	1,511,482
Jacksonville, FL	814	441	1,255	65	35	58	15	16	13	3	9	25	9,531	6,408	6,408	7,056	6	6	6	528,865
Atlanta, GA	1,317	196	1,513	87	13	9	36	38	4	18	19	42	10,406	7,536	10,770	7,480	9	55	1	496,973
TOTAL Large-East	7,648	1,419	9,067	84	16	167	78	112	11	5	8	25								
Denver, CO	1,253	284	1,537	82	18	46	7	-	16	2	-	19	11,166	-	-	-	7	1	1	514,678
Oakland, CA	701	279	980	72	28	49	11	67	10	4	24	45	14,328	9,642	9,470	10,800	11	-	12	361,561
TOTAL Large-West	1,954	563	2,517	78	22	95	18	67	10	3	12	33								
Huntsville, AL	206	149	355	58	42	7	9	8	5	6	5	16	8,322	6,728	6,760	6,760	11	12	9	137,802
New Haven, CT	421	140	561	75	25	11	-	3	8	-	2	10	10,641	7,750			6	-	35	137,707
E. St. Louis, IL	127	104	231	55	45	7	4	Terminated	7	4	-	11	9,903	6,206	5,305		4	-	-	69,996
TOTAL Med.-East	756	393	1,147	66	34	25	13	11	6	3	3	12								
Kansas City, KS	300	115	415	72	28	15	0	10	13	0	9	22	9,600	7,700	8,220	8,220	3	-	6	168,213
Compton, CA	137	89	226	61	39	8	1	9	9	1	10	20					8	5	-	78,611
Scottsdale, AZ	83	38	121	69	31	5	-	-	13			13	10,422	7,938	10,422	-	2	-	-	67,823
TOTAL Med.-West	520	242	762	68	32	28	1	19	12	4	8	20								
High Point, NC	132	25	157	84	16	10			40			40	9,450	6,966	-	-	18	-	-	41,010
Small-East																				
Pittsburg, CA	41	25	66	62	38	4	1	-	16	4		20	13,698	9,060	9,102	-	10	-	-	20,651
Small-West																				

TABLE 5: Data on CSO Type Program by Geographic Location

CSO-like Program	Large-East		Large-West	Medium-East	Medium-West		Small-East	Small-West
	Detroit, MI	Atlanta, GA	Denver, CO	E. St. Louis, IL	Compton, CA	Scottsdale, AZ	High Point, NC	Pittsburg, CA
Number of CSOs	9	50	40	10	12	9	6	7
Average Salaries	$9,147	$15.02/day	$6,120[1]	$5,100	-	-	$5,160	$3,600
Origin Date	1961	1969	1968	1971	1969	1971	1969	1971
Organization Responsible for Implementation	Model Cities/PD	Community Relations /PD	-	ILEC[2]	Community Action	PD	-	Community Relations
PD Section Responsible for Management	-	-	-	Planning & Training	City 1970	Patrol Division/ Research & Development	Community Relations	Community Relations
Funding Source	LEAA/City	HUD	LEEP[3] for Education	ILEC	LEAA/City 1973	LEAA/City	LEAA/City/State	Model Cities/ LEAA
Benefits								
Pay Increments	Yes	No	Yes	Yes	No	Yes	Yes	Yes
Educational	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
Civil Service	Yes	No	Yes	No	No	Yes	No	No
Life Insurance	Yes	No	Yes	Yes	No	Yes	Yes	No
Health Insurance	Yes	No	Yes	Yes	No	Yes	Yes	No
Annual/Sick Leave	Yes	No	Yes	Yes	No	Yes	Yes	No
Canvassing	Newspaper	News Media	PD	Newspaper	Project Dir. at PD	News Media	News Media	News Media
Screening	Model Cities/ Civil Service	Community Relations	City	Same as PO	City	Same as PO	PD/Community Relations	Model Cities/ PD
Selection	Civil Service	Community Relations	PD	Same as PO	City	Same as PO	PD/Chief	PD
Evaluation Conducted	Internal	No	No	External	External	External	External	External
Attrition Rate	a[4]	Very Low	50%	High[5]	50%[6]	High[5]	None	Low
Continuation of Program	Terminated	Yes[7]	Yes	Yes	Yes	Yes	Yes	Yes Until 1975

1. This figure represents only one salary given.
2. ILEC (Illinois Law Enforcement Commission).
3. LEEP (Law Enforcement Educational Program).
4. All nine CSOs are in the process of transfer to permanent positions in police department or other city agencies.
5. Almost all became police officers.
6. Of those lost, one-third became police officers.
7. Summer program.

II. MAJOR FINDINGS

The police departments visited reported substantial benefits from using civilians in jobs traditionally filled by uniformed officers, but mentioned important considerations that should be weighed by police officials in deciding whether to begin or continue using civilians.

Here are a few of the major findings.

- Use of civilians for routine tasks frees uniformed officers for more critical duties. Police managers are generally enthusiastic about their performance. The few problems reported center around inadequate training and low pay for civilians.
- Pay and training costs for civilians are lower (an average of 29 percent on salaries and overhead, and 96 percent on training and other start-up costs) than for uniformed personnel. But the savings often lead to complaints of low pay and inadequate training mentioned above. The savings also are offset by such intangible costs as higher attrition rates and officer anxiety about civilian reliability.
- The CSO program, which most frequently uses young men as "cadets" or "community aides," has generally been successful. But the programs are experimental and their future probably depends on cities' budgetary priorities.

Those findings related to civilian jobs in communications, identification and detention facilities are discussed further in the following Sections A and B. Section C discusses CSO programs. The detailed data and analyses on which the major findings are based are in Appendix B.

A. Benefits and Problems

The police departments surveyed reported benefits in four areas as a result of using civilians:

- officers are relieved from such routine tasks as fingerprinting, dispatching cars and handling prisoners;
- costs are reduced;
- more uniformed manpower is available for more active law enforcement duties; and
- service to the community is improved.

These findings are corroborated by the fact that almost half of the 13 departments have used civilians in communications, identification or detention work for three to 12 years--and even longer in another fourth of those departments. Further, all 13 cities intend to continue employing civilians. Police managers held very positive views toward civilians. They felt the civilians were well-qualified, exercised initiative, and helped improve civilian/officer relations in general.[1]

Most problems described by police managers were related to management issues, particularly civilians' low pay, lack of knowledge of police work, and inadequate training. The managers also expressed some concern about civilian tardiness, lack of dedication, excessive use of sick leave, and personality conflicts.[2]

Officers in charge of civilians also expressed a very high opinion of the job performance of civilians. The 33 officers said 75 percent of the tasks performed were very well done; 22 percent were fairly well done; and 3 percent were described as not so well done.

Seventy-two percent of those officers reported further that the civilians' work was very beneficial to the department and 28 percent felt their work was of some benefit; none reported

[1] In reviewing a draft of this study, an experienced officer suggested that an additional benefit of using civilians is the "humanizing effect" it has on both officers and citizens. Under civilianization, he commented, officers become "more courteous and less abusive" toward citizens, although they still feel that civilian employees "would tend to side with the prisoners rather than the officers." This problem can be solved, the reviewer adds, by making clear to officers that excessive force will not be tolerated at any time and by giving civilians an adequate orientation to police work. He also notes that police managers tend to "order rather than ask" and, therefore, should receive training in supervising civilians.

[2] The term "personality conflicts" was used to describe responses from officers and civilians, or that there was a class distinction with officers feeling superior. Such relationships probably affect performance adversely, but no specific observations on that effect were elicited. Personality conflicts are not viewed as a crucial issue because they do not alter the very positive views of both officers and civilians on having civilians.

very little or no benefit. Eighty-five percent felt more civilians should be hired. They thought civilians were most helpful by relieving officers for more critical duties; by assisting officers in various ways, including writing reports, fingerprinting and handling prisoners; by providing information for action by the officers, and in communicating with the public.

One-third of the officers in charge said civilians had not caused problems for officers; but of those who acknowledged problems, 71 percent were attributed to deficiencies in management practices, 19 percent to personality conflicts and 10 percent to a lack of dedication on the part of the civilians. Civilians held similar views but also complained of low pay.

Officers suggested that civilians might be more helpful if departmental management practices were improved by providing additional training, permitting them greater responsibility and reducing their workload.

B. Cost Considerations

1. Goals and Results

In transferring jobs from officers to civilians, a common goal is to reduce costs. Nineteen percent of the police managers interviewed listed cost saving as an objective and 58 percent identified it as a realized benefit. Similar views were expressed by officers in charge of civilians and by the civilians themselves.

Based on cost data and estimates provided by departments, there have been significant savings. But these savings often are partially offset by intangible costs.

2. Long-range cost differentials.

a. *Salary Differentials.* The average annual salary for patrolmen was $10,872; the comparable figure for civilians in communications, identfications and detention jobs was $8,348.[3] But there are large local variations. For the 13 cities as a whole, the average civilian salaries ranged from 22 to 25 percent less than that of patrolmen. But within the cities, civilian salaries ranged from 10 to 34 percent less than patrolmen salaries.

b. *Overhead cost differentials.* Savings in overhead costs—generally meaning fring benefits—also seem to be substantial in some cities but negligible or nonexistent in others. Although variations in employee benefits and in budgeting and accounting procedures make detailed comparisons difficult, police managers have provided estimates of overhead costs for officers and civilians. In general, differences have diminished during the last ten years as cities, and particularly the larger departments, have begun providing similar benefits for police and civilian employees. Even so, overhead costs were estimated at 15 percent of salary for civilians and at 25 percent for officers—a difference of about 10 percent of salary. Thus the total savings —considering salaries plus benefits—from hiring civilians would be 29 percent rather than 23 percent when only salaries are considered.

3. Short-range start-up costs.

Making generalizations about the costs of training patrolmen and civilians is also difficult. Size of classes, number of instructors and hours of instruction, and duration of training vary greatly. Nevertheless, average initial training and equipment costs have been estimated.

Training costs for patrolmen include recruit salaries, instruction, materials, and employee benefits but exclude on-the-job training after the formal training period. Total costs range from $3,000 to $10,000, with additional special training occasionally following recruit training. A reasonable average in the 13 cities is $6,500. In addition, new officers are often provided with uniforms, weapons and peripheral gear such as belts and flashlights. The average cost of such equipment ranged from $265 to $705 and averaged $500.

Civilian training costs far less. While police recruit classes last 12 to 23 weeks, civilians generally receive largely on-the-job training, with close supervision for one month or less. Except for some specialized areas, formal training averages about one week and costs—including overhead—an estimated $289.

Thus, the average start-up cost for a patrolman, including formal training, fringe benefits and equipment, is $7,000. For an average civilian, it is $289—a savings of $6,711 or 96 percent. Small wonder that officers say civilians know little about police work! Civilians have not been taught very much.

However, complaints of any kind from officers about civilians were few and minor compared to the reported benefits. One, therefore, can ask how serious the training problem really is. Departments have continued to employ civilians, with or without vigorous, formal training programs. There is little evidence to prove that civilians would benefit from

[3] Average salary for patrolmen is the average starting police officer salary for the 13 cities. For civilians, the average was obtained by adding starting salaries for the three job types in all 13 cities and dividing by the number of those jobs existing in the cities.

training in police work, and even less is known about the comparative value of formal vs. on-the-job training. It is conceivable that savings are great enough to warrant continuation of current practices. Nevertheless, additional training specific to assigned tasks is recommended with the hope of improving morale and departmental effectiveness.

4. Less tangible and intangible costs.

Police managers—pursuing savings in dollars and men—apparently have ignored or deemphasized the fact that cost cutting can be expensive in the long run. It was the officers in charge and their civilian employees who stressed the intangibles. And while none considered the problems serious enough to outweigh the benefits, the problems do have cost ramifications.

When basic needs—such as competitive salaries, adequate supervision and training—are not met, long-term costs results. These include:

- lack of job knowledge (a major problem identified by managers, officers and civilians);
- officer anxieties about the reliability of civilians and the degree to which officers can depend on them in emergencies;
- higher civilian attrition rates (causing start-up costs to be repeated more often in jobs filled by civilians than those filled by sworn officers);[4]
- costs of job supervision;
- abuse of sick leave, tardiness or other costs attributable to undesirable practices; and
- officer concern that the use of civilians threatens job security, particularly when they fill jobs traditionally available to officers for light duty in case of physical disability.

In weighing the cost advantages of using civilians, such intangible costs should be considered. Dollar estimates were not readily available, but individual departments should be able to calculate such costs based on existing experience and refine the estimate after gaining more experience.

C. Community Service Officers

1. What CSO'S are.

CSOs differ from other civilians employed in that they generally are young men and are recruited, in part, with the aim of interesting them in police careers and of improving police/community relations. The CSOs—called "cadets" or "community aides" in some areas—assume some duties commonly handled by police officers or that they would handle if time were available. (Tasks are listed in Table 3, page 10.) In all cities studied, CSOs were paid employees who were unarmed, had different uniforms than police officers and had no special powers of arrest. Generally, a high school degree was not required and candidates with misdemeanor records were accepted.

Many CSO programs are experimental and not integrated into long-range plans of the police department. Even a demonstration of job skills and satisfaction of other entry requirements did not guarantee that the CSOs would become recruits or officers; although in one program studied the department has the option of making them sworn officers without satisfying any additional formal entrance requirements.

2. Major findings

The following major findings related to the CSO program are discussed in greater detail in Appendix B.

- Police managers' objectives in hiring CSOs were to improve police/community relations, relieve officers of selected tasks and identify potential recruits. They believed that these objectives were met to a reasonable and, in some cases, a substantial degree.
- Both officers in charge and CSOs felt the major program benefits were in police/community relations, assistance to sworn officers, identifying recruits, providing CSOs with educational opportunities and the possibility of careers in police work.
- Few problems were experienced with CSOs and most were considered minor by their officer-supervisors.
- Seventy-five percent of the officers thought more CSOs should be hired; most officers recommended CSOs receive additional training and responsibilities.

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[4]Civilians attrition—the annual number of persons leaving their jobs for any reason including retirement, divided by the number of persons holding those jobs—varied greatly. Some of the ten departments providing information had rates of zero to 10 percent in 1972 and 1973, but others had rates of 40 to 160 percent, possibly because of low pay, poor job security, inadequate screening and related factors. Under similar circumstances, attrition among officers might be correspondingly high. In 1972, however, the attrition rate among metropolitan police departments was only 5 percent, according to data calculated from *Police Personnel Practices in Local and State Governments*, written by the International Association of Chiefs of Police and Police Foundation in cooperation with the Educational Testing Service, published by Police Foundation, 1973, pp. 67-68.

- More than three-fourths of the officers in charge thought more CSO performed very well over a wide variety of tasks. None felt tasks were poorly performed.
- CSOs enjoyed working with the officers; almost 80 percent felt the officers were very helpful and supportive.
- Both officers and CSOs found community reaction to CSOs very positive; approximately 70 percent of the CSOs felt their families, friends and neighbors approved of their involvement in police work while 30 percent thought some approved and some disapproved.
- Both officers and CSOs thought there were deficiencies in CSO training. CSOs should have more practical training in report writing and other tasks.
- Advantages of the program for the CSOs were in the training for a police career and the educational opportunities.
- The average cost of employing CSOs was 49 percent less than that for employing patrolmen.

The future of CSO programs is uncertain. Despite their being viewed as generally successful by the participating officers and CSOs, some ongoing programs are not being continued within police departments; and the characteristics and objectives of those that are being institutionalized within departments are subject to modification. More detailed information on the CSO programs that were reviewed is given in Appendix B and an example of a successful CSO program appears in the following chapter.

III. SUCCESSFUL AND UNSUCCESSFUL EFFORTS

A. Introduction

The generalizations in the previous chapter can be applied across job types and CSO programs. The strong endorsement for civilians by police managers and officers were uniformly distributed (as were the infrequent complaints).

However, some individual job types or programs were viewed as outstanding successes or failures by the police managers. *Outstanding successes* were defined as those in which management objectives were fully met or exceeded, officers were enthusiastic about the support and wanted more civilians hired, and the department assumed responsibility for paying the bills. *Unsuccessful efforts* were defined as those jobs or programs that had been terminated and were considered to have been no benefit to the department. All had been in effect at least a year and a half.

The key element in successful programs is the quality of police management; i.e., managers carefully planned and implemented civilian employment in accordance with the guidelines set forth in Chapter IV.

Successes also were tied to the larger personnel system of the department or city. Pay scales were competitive with other city salaries for employees with similar qualifications. The department had a reasonable input into canvassing, screening and selection criteria. Job descriptions were unambiguous and civilian and sworn officer responsibilities and prerogatives were carefully differentiated. Career and educational opportunities were provided. Formal training and close supervision were carefully planned and implemented.

In the case of the unsuccessful efforts, virtually none of the characteristics of the outstanding successes were present. Training and supervision were either absent or negligible.

Two cases of successful employment of civilian and two unsuccessful efforts are described below. The descriptions are brief but highlight points believed helpful to departments considering hiring civilians or experiencing problems in their utilization.

B. A Success: Communications

One department employs civilians as telephone opertors who screen calls refer them to appropriate city agencies, or, in the case of requests for police service, collect and transmit information to officer dispatchers. They also receive and transmit teletype messages.

Many civilians are employed and the program has been operating for several years. The department provides the qualifying requirements and job descriptions; a competitive pay scale was established by the city; the job is part of a city-wide Civil Service career program with periodic pay increments and an attractive fringe benefits package, including educational opportunities, life and health insurance, annual and sick leave. A civilian union shop steward system serves as a mutually beneficial tool for handling police management and employee work relations. Advanced training has been systematically scheduled, and adequate officer supervision is provided on each shift.

The attrition rate has been about 10 percent annually; of that 4 percent were removed by police management action, 4 percent were reassigned by employee request, and 2 percent left for further education.

There were some minor but annoying (to management) problems, such as oncall civilians failing to report in emergencies. Generally, however, the police managers were very satisfied with the civilians in communications.

C. A Success: CSO Program

In one city, a CSO program was initiated with LEAA support. After several years, it was considered successful and important enough to be funded

entirely by the city. The department's main objective was to free officers from routine report taking, allowing them more time for public services, preventive patrol and surveillance—but at a lower total cost to the department. A secondary objective was to solicit prospective recruits by encouraging CSOs to consider a police career.

The program design and planning stages evolved over three years before any CSOs were placed in the field. During that time, the department determined what duties were actually performed by officers and what proportion of their time was devoted to each. Cost/benefits were analyzed to determine which of the most time-consuming tasks could be performed by the CSOs. Basically, these consisted of report taking in nondangerous situations that did not require police powers or unusual technical or physical ability.

The entrance qualifications for CSOs were the same as for recruits except for age (i.e., CSOs are eligible at 18 years of age and recruits at 21), and the training was the standard basic training for recruits.

The program began with a small number of CSOs. A careful demarcation of CSO duties from those of police officers was made and emphasized. CSO uniforms were distinct from those of policemen.

At first, officers resisted the young CSOs, but within a year and a half, not only accepted their help but urged that more be hired. By that time, there were more than twice as many CSOs and they included both young men and women. Employment of women CSOs was not resisted by the sworn officers. The department expects to add several CSOs per year for an indefinite period.

CSO duties also have expanded from report writing to include, essentially, all duties performed by officers except those requiring arrest power or pertaining to homicide investigations. Except for weapons, CSOs have all equipment provided officers, including a police car. They are completely integrated into police field and office operations and have the same shift assignments as officers. Almost all are regularly in the field, under supervision of the same shift sergeant who supervises sworn patrol officers.

CSO candidates are canvassed, screened and selected jointly by the department and the city. Although their basic salaries are 27 percent less than those of patrolmen, the CSOs operate under the city Civil Service System and receive the same benefits as other civilians, including educational opportunities. Educational advancement is encouraged by the department and utilized successfully by the CSOs. Practically all attrition is due to CSOs becoming police officers in their own department. CSOs as a source of recruits, originally a secondary objective, is now considered as important as cost savings and improvements in public service.

Neither management nor the officers mentioned any problems with the program or the CSOs.

It should be added, however, that there was neither a large poor nor a large minority population in the city. Most residents were in the middle-income class. Police management felt that police/community relations were good. These characteristics are not representative of most large U.S. cities. Nevertheless, management's careful attention to the details of planning and implementation is considered the major factor in the success of the CSO program. Reasonably similar CSO performance and police officer acceptance were experienced in several larger cities with less affluent and large minority populations where managers employ many of the same practices.

D. An Unsuccessful Effort: Communications

In this case, a modest number of civilian dispatchers had been hired over a period of many years. Police officers were also employed as dispatchers and considered the employment of civilian dispatchers a mistake. There were believed to be no benefits to the department, and the program was terminated by not replacing retiring civilians.

Civilian dispatchers at that time were required to have a Federal Communications Commission license to operate the police radios; they were responsible for receiving requests for police service and dispatching officers. Employed under city Civil Service regulations, they received increments in pay and fringe benefits as any other city employees. But they were given no training, never learned much about police operations, and operated essentially without supervision from their absentee supervisor—a captain who spent most of his time in the field. Officers complained that the civilians took too long to communicate needed information and did not have the officers' interests at heart. Officers resented taking orders from civilians, and some civilians were fired because of conflicts with officers.

In describing that past program, the police manager, while feeling it was an unquestionable failure then, had mixed feelings about the current

prospects for employing civilians as dispatchers.[1] Yet, he felt that with appropriate training in police communications and procedures and with proper supervision, civilians could do the job. That manager suggested two months of formal training in communications and police procedures, and six weeks of on-the-job service under very close supervision.

E. An Unsuccessful Effort: Detention

Civilian jailers were hired in one city to process prisoners, check their state of health and feed them, respond to telephone inquiries and serve as turnkeys. No formal selection criteria or job description was established, pay was very low, but the job was under Civil Service and jailers received the same benefits as other city employees. No training was provided.

Numerous problems were encountered, including excessive absences, drunkenness on duty, and the presence of unauthorized persons in the jail. In addition, a felon could not be moved from his cell without a police officer being present, which reduced the value of the program.

Because of a 100 percent attrition rate and the poor performance of the jailers, the civilian job was terminated after a year and a half. Police officers now serve as jailers. Although dissatisfied with the experience, the police manager was convinced that if there were appropriate qualifying criteria and selection procedures, and if duties were carefully defined and explained, civilians could do the job.

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[1]The dispatcher post has supervisory characteristics in that the dispatcher may instruct sergeants, lieutenants and captains to respond to calls for service; such "orders" might be resented by these mid-level sworn officers.

IV. GUIDELINES AND DECISION FACTORS IN USING CIVILIANS

A. Introduction

Basic but critical guidelines for using civilians in police work can be drawn from the experiences of departments visited during this study. One overriding guideline is that the introduction or modification of civilian roles should be carefully planned, initiated and managed.

This chapter sets forth some considerations for deciding whether to hire civilians. These are based on specific officer and civilian responses about problems reported repeatedly. For departments experiencing problems with present civilian employees, the guidelines should suggest ways of avoiding or reducing them.

Giving emphasis to problems and benefits does not mean, however, that employing civilians is risky. Both officer supervisors and police managers consider the problems small in comparison with the benefits. The problems are raised only to induce caution in deciding whether to hire civilians, and to help avoid problems that have occurred occasionally in the past.

B. Should Civilians be Hired?

Planning should begin with an analysis of whether civilians should be hired at all. This is a major policy decision requiring the attention of senior department personnel and, frequently, policy makers outside the department. Such an analysis should address questions of (1) the legality of using civilians as planned, (2) potential disruption of service, (3) labor availability, and (4) costs. (Cost analysis should not only focus on direct costs such as salaries, but also consider costs of overhead, fringe benefits and the effect on overall department performance.)

All departments visited have persevered in their decisions to hire civilians despite problems and occasional failures. But most of the departments had more than 100 sworn officers. Smaller departments need to consider whether they can afford the level of supervision and training required, particularly in the early stages of employing civilians.

C. The Need For Planning

In 1967 the President's Commission on Law Enforcement and Administration of Justice reported after extensive surveys the following:

> Each study and every expert agreed that, with some notable exceptions, city police forces are not well-organized and managed. The same two failures were cited universally as the curcial ones: The failure to develop career administrators, and the failure to use the techniques and acquire the resources that experts on the subject prescribe. . . the commission believes that adoption in practice of the recognized principles of good organization and management is a matter of great urgency.[1]

Although our study found notable exceptions, there still appears to be much truth in those assessments.

D. The Planning Process at a Glance

In brief, the planning process should:

- formulate explicit statements on the goals and objectives motivating the move toward civilianization;
- identify tasks and duties that could be assigned to civilians; and
- set limits on the size and scope of the civilian activity.

These prerequisites provide the basic policy for detailed planning of such matters as detailed job descriptions, supervision and working arrangements

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[1] President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, Washington, D.C., U.S. Government Printing Office, February 1967, p. 103.

to integrate civilians into the department, and personnel issues involving hiring procedures, pay schedules, benefit packages, employee organizations, job training and development.

In implementing or modifying plans to use civilians, particular attention should be given to (1) canvassing, (2) screening and selection, (3) training, (4) initial acclimatization of civilians to officers and vice versa, and (5) supervision. Finally, monitoring and evaluation activities should be instituted.

How to think about and resolve such problems are among the issues treated in the following guidelines.

E. Guidelines

An overriding guideline in any modification of police operations is that it should be carefully planned, initiated and managed. Most managers are aware of this need, but they frequently do not have the experience or resources to respond to it.

1. Planning for the use of civilians

Planning includes establishing the general policy to be followed in using civilians, developing specific designs for their use and analyzing the feasibility of actually using the civilians as proposed.

a. *Establishing general policies.* Since the changeover of certain jobs from officers to civilians usually represents a major shift in a department's policies, these policies should be established before initiating the changes. Specific issues to be resolved are:

- what are the department's goals or objectives in using civilians;
- which tasks should be considered appropriate or inappropriate for civilains; and
- how much of the department's resources should be utilized by civilians?

In general, the purpose and scope of employing civilians needs to be determined before extensive planning should be initiated.

(1) *Goals and objectives:* Common goals and objectives for utilizing civilians have been identified earlier and include:

- freeing officers for other tasks;
- cost savings;
- improving community relations; and
- improving service.

Based on the experiences of cities employing civilians, these appear to be valid and achievable goals. It should be noted, however, that the stated objectives have frequently differed from perceived benefits. Also, the degree of achievement varies when considered from the viewpoints of the city, department or officers.

Identification of goals need not require extensive analysis or study. The goals can be derived by considering how the use of civilians could reduce major departmental pressures. In any case, the objectives should be stated in a form that uses specific measures and permits the department to determine to what extent they are achieved. For example, the first two goals mentioned above could be stated in these forms:

- to increase the number of officer manhours available for on-the-street assignments by a certain amount; and
- to reduce total salary plus overhead costs by a certain percentage.

(2) *Determining tasks to be performed:* The goals or objectives selected will dictate the tasks for civilians. A department should consider which tasks are likely to support the adopted goals and objectives which are feasible for civilians to perform and how much and what kind of training is required. For example, the use of civilians in identification operations or detention facilities may reduce costs, but may not help resolve an on-the-street community relations problem.

Several cities have hired consultant firms to identify tasks that could be performed by civilians. Other cities have convened special task forces for this purpose, and still others have had police or city officials perform the review. The task analysis need not be exhaustive or time consuming. Experienced officers can be asked to list activities, the amount of time they take and which tasks or parts of the tasks could be handled by civilians.

If only a few civilians and a single job type are involved, the task analysis can normally be accomplished internally. But if a large number of positions are affected, a comprehensive study of the entire department by outside personnel may be warranted.

(3) *Number of civilians to be employed:* The number of civilians to be used depends on such factors as:

- task analysis results;
- emergency requirements; and
- temporary duty requirement for officers.

A task analysis will identify the maximum number of civilians that could be used. But, for general policy reasons, the maximum may be unacceptable to the department.

For example, since civilians cannot legally or adequately respond to some law enforcement emergencies, departments should establish the minimum

number of officers required to handle such contingencies and set a specific limit on the number of jobs that can be filled by civilians. One department said it considers 25 percent a "safe" proportion of civilians to total personnel, but what is appropriate for one city may not be for another. Departments should also seriously consider the need for a sworn officer reserve available for emergencies.

One way to determine an appropriate figure is to calculate how many times such emergencies have occurred, how many officers were put on the street under what conditions, and what the effect of having 10, 15 or 20 percent fewer officers available would have been. An agency should consider its experience and the experiences of other police departments in deciding how many civilians to employ, and thus make a decision only after carefully weighing all obtainable information. (See Tables 4 and 5 in Chapter I for data on how many civilians the 13 cities employ and in what jobs.)

Another factor to consider is the number of officers who—temporarily or permanently—can be assigned to only those tasks being considered for civilians. For example, several departments use such positions for officers recovering from injuries or otherwise unsuited for on-the-street assignments.

The following table presents an overview of the policy issues and considerations helpful to the planning procedures.

TABLE 6: Planning Summary

Policy Issues	Considerations
1. Goals and Objectives	a. Freeing officers for other tasks b. Cost savings c. Improving community relations d. Improving service
2. Tasks to be Performed	a. Goals selected b. Task analysis
3. Number of Civilians to be Employed	a. Task analysis results b. Emergencies c. Temporary duty for officers

b. *Specifics of planning.* The general policies on objectives, tasks and numbers provide a basis for developing detailed plans for using civilians. Such plans help avoid difficulties experienced by departments that did not think ahead to how civilians would be obtained and integrated into the department, or how they would perform their duties. Specific items to consider include the following:

(1) *Job description:* Detailed job descriptions should be developed for use in canvassing and screening potential employees. They should specify the duties, criteria to be used in screening, selecting and evaluating candidates, and special skills required. Appendix A provides several sample job descriptions; the range of duties assigned to civilians in the 13 cities was given in Chapter I. As can be noted by comparing the job descriptions and lists of duties, definitions for a given job vary from city to city.

(2) *Integration and supervision of civilians in the department:* One of the most critical factors to weigh is how civilians will interact with the department's other operations and employees. Examples of this kind of consideration are as follows.

- Since the civilians are an integral link in law enforcement activities, and since interaction with civilians will be a new or rare experience for most officers, new procedures are often needed to allow them to carry out their joint business.
- Police procedures that may be second nature to the officers must be spelled out for civilians to avoid initial and unnecessary conflicts.[2]
- The hierarchial command relationships among officers generally do not include civilians and, consequently, cannot be depended upon to resolve problems. New supervisory procedures may thus be necessary, and officers may need additional skills for which special supervisorial training should be provided. For example, officers said that it took more time to supervise civilians and that such management matters as scheduling were more difficult because civilians operated under a different set of personnel procedures. Implementing the recommendations in the training guidelines, which follow, will reduce such problems.
- Problems in developing and implementing programs for civilians are most likely to center in middle management. Officers directly below top-level

[2]For example, civilian dispatchers will not have the sound car experience officer dispatchers bring to the job and, therefore, must be thoroughly familiarized with types of calls, interrogation techniques, characteristics of different areas of the city, etc.

management[3] often find it difficult to interpret the desires of their superiors unless there is extensive contact between the two. The ideas are usually such a radical departure from those commonly employed, that middle-level managers are likely to misinterpret guidelines and instructions. They in turn then transmit erroneous guidelines and instructions to the officers and civilains below them. Middle-level managers must be involved and informed to the point that they understand clearly the intent of their superiors. A few concise words of instruction are not adequate for such a major institutional change.[4] However, monitoring civilian experiences and those of their officer-supervisors permits top-level officials to determine whether the program is proceeding as intended. Monitoring guidelines appear later in this chapter.

(3) *Employee consideration:* A variety of personnel and job-related issues must be considered in developing a plan for using civilians. Among these are the following:

- *Hiring Procedures:* The department should review established procedures for hiring civilians to ensure that its needs will be met. Several departments have had to alter established procedures to ensure qualified applicants are obtained and adequate quality control over the selection process is maintained must be developed.
- *Pay Schedules:* Pay schedules should reflect local labor market conditions, as well as rates in other departments, and not be established on a piecemeal basis. As noted earlier, low pay is a frequent complaint of civilians and identified as a source of high attrition rates.
- *Employee Categories and Organizations:* In most cities, civilians and officers operate under different personnel structures. One group is under a Civil Service structure or Merit System and the other is not; or one has a union and the other not.[5] The department needs to be aware of these differences and accommodate them to avoid conflicts and to effectively manage civilian activities.
- *Benefit Packages:* The guidelines for pay schedules should apply to sick leave, vacation, retirement and other fringe benefits.
- *Job Development:* Training should not be restricted to the tasks being performed, but should extend into other law enforcement areas to allow civilians to interact with those areas more effectively. As noted previously, lack of knowledge concerning their job is a major problem associated with the use of civilians. While many of these problems can be resolved by improved screening, selection and initial training procedures, it appears essential to provide continued job-training. At present, most departments provide on-going training only for officers.

c. *Feasibility analysis.* After plans for using civilians are developed, they should be reviewed to make sure they will work and achieve the department's objectives. The review, which can usually be handled by the department's own resources, should consider the following issues:

- *Legality:* Plans should be reviewed by legal staffs to ensure that use of civilians will not conflict with established laws or policies.[6] Several cities restrict the type

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[3]The terms top- and middle-level management are purposely ambiguous here. The terms are related to a concept of hierarchial structure. The exact identification of whether a captain, for example, is part of top- or middle-level management depends to some degree on the department's size and theory of operations, but probably more importantly on the kinds of policy decisions the officer is empowered to make. Each department that has not had a major reorganization in the past few years must know who is considered in top- and middle-level management. In case of doubt, the chief decides.

[4]Over the years, many instructions have been given to officers with a wink, interpreted as "This is a pro forma instruction which you don't have to take too seriously." If top-level officials are seriously interested in bringing civilians into their department, they must make it clear all down the line that they are not winking. Given the incentives, rewards and punishment systems in police department, most officers will be responsive if they understand the real intent. If top-level officials are not serious about hiring civilians in the types of jobs and program described in this paper, they should not try. It is likely to cost too much in departmental disruption to warrant the savings.

[5]The contrasting experiences of two departments with unionized civilians should be instructive. Both cases involved relatively minor problems related to civilian tardiness, excessive absences or break periods, or reading nonwork-related materials during slack periods. The civilians were unhappy with management decisions and actions and contacted their union representatives. In one department, management and civilians discussed the issues openly and, after some give and take, reached a satisfactory solution. In the other city, management's views prevailed, but the manager apparently did not realize or was not told that the employees, after understanding the facts, agreed that his decisions and actions were justified. He is probably still concerned about the union threat to management prerogatives.

These two examples demonstrate the importance of feedback. In the early stages of union/management relations, both groups benefit from feedback that clarifies and permits an understanding of each other's perceptions and needs. The use of structured interviews by persons outside the police departments may be helpful as long as both management and civilians are satisfied the approach is objective and fair. Not all feedback will support both management and civilian views, but at least each will know more precisely what the problem is. Often problems tend to feed on anxiety and ignorance.

[6]An officer reviewer suggested in reviewing a draft of this report that a sworn officer should always be on duty in precinct houses since citizens often come in to surrender —or circumstances occur that could lead to their arrest—and civilians could not legally take action.

of police activities that civilians can perform. For example, some city codes state that a civilian cannot give an order to a sworn officer, eliminating the use of civilians and dispatchers.

- *Potential Disruptions*: Officers and police managers should review the plan to identify areas of potential disruptions in service or personnel relationships. In particular, potential supervisors and lateral employees should review the plans to verify that proposed job procedures appear appropriate.
- *Labor Availability*: Departments should determine if potential employees are available. Because of special skills required or the low salaries offered, several departments have had difficulty obtaining qualified candidates.
- *Cost Analysis*: At a minimum, a cost analysis should be done comparing salaries, benefits, supervision, training and equipment costs for civilians and particularly if a policy objective is to reduce overall costs or make more money available to hire additional officers. Items that can be considered in a cost analysis are discussed in Chapter II. As discussed previously, using civilians can result in reductions in salary, overhead and start-up costs, but intangible costs may offset some of these savings.

2. *Implementation*

The following discussion identifies critical apects of the implementation process and presents guidance on how it can be carried out.

a. *Hiring civilians*. Hiring procedures will vary from city to city and from job to job. Generally, there are three steps:

(1) *Canvassing*: Local labor market conditions tend to determine how much effort is required to find suitable candidates for employment. Suggested measures, which departments have used successfully, include the following:

- Circulating job announcements which clearly identify characteristics required of candidates, criteria to be used in selecting employees, duties to be performed and personnel benefits. (Samples given in Appendix A.)
- Identifying target groups to receive the announcements, such as neighborhoods, ethnic groups or skill categories.
- Using existing employment channels, such as city or police department personnel, to circulate job announcements. This reduces costs and draws on personnel familiar with hiring procedures.
- Using news media, organizations and institutions to obtain general distribution or contact selected target groups.

In one city where there were insufficient candidates for an identification job requiring certain skills, the department organized a training session to develop the needed skills in potential candidates. Canvassing then concentrated on identifying people who could be trained.

(2) *Screening*: Job announcements usually are designed to solicit more candidates than required. It may be necessary, therefore, to establish gross screening criteria, such as general ability tests, job experience, or demonstrated skills.

At a minimum, police records should be examined to verify that the candidates do not have an unacceptable record. Among the cities studied, laxity in background checks sometimes resulted in hiring personnel who were later found to have unacceptable records and were subsequently fired. This undermines officer confidence in the newly hired civilians. A second or more detailed screening can then be used to select among qualified applicants.

Screening criteria should be stated unambiguously, related directly to job requirements and be administered uniformly. Where criteria do not exist, a department has no basis for eliminating unqualified candidates and subsequently experiences performance problems and high attrition rates. Even some civilians feel that more civilians should be hired only if job qualifications are either raised or better enforced.

Most departments have found that it is useful to do the following:

- Allow a police or city personnel department to conduct the initial or gross screening using criteria approved by the police department.
- Have police department personnel participate in the final screening and employ police department criteria. The screening could involve either tests or interviews by officers.
- Conduct a standard background and security check.
- Maintain a pool of screened candidates to draw upon as replacements are required.

(3) *Selection*: Screening should produce a list of acceptable candidates from which employees will be selected. The immediate supervisor should at least have authority to reject candidates and, if possible, responsibility for all final selections. As in screening, the supervisor should have preestablished criteria related to job needs.

b. *Training*. Training is one of the most commonly identified weaknesses of current civilian programs. Most departments offer a minimal amount of pre-job or classroom training—from none to less than a week—and depend on on-the-job training. This may save money initially, but in some cases the long-range deficiencies may offset the initial savings. Initial training should be geared to the complexity of the tasks to be performed. Several days to several months might be required, part of which could be on-the-job training. Some fundamental guidelines are as follows:

- Explicit job orientation is normally required to acquaint new employees with administrative and organizational procedures, such as security measures. All employees need to be told the specific things they can and cannot do.
- Initial training should cover two areas: general background information about police work and technical training for the job. The former should include: descriptions of what police officers do and how the civilians' work relate to other units in the department and outside agencies (riding on patrol would be useful to acquaint civilians with on-the-street police activities); federal, state and local laws and ordinances affecting civilians' work; the differences between their functions and those of officers; a preview of the physical conditions in which they will be working; and special scheduling requirements. Ample opportunity should be provided for discussion questions.
- Supervisors should provide detailed descriptions of what each job entails, with major emphasis on operations the civilians will perform.
- Civilians should be introduced to the materials they will work with and trained to use them. For example, forms should not only be shown and their importance explained, but an idea about the frequency with which they are used should be given. Completion of forms should be demonstrated, and the civilians should practice obtaining the required information and filling out the forms. In the case of communications, civilians should be given practice with real taped examples of the most common types of inquiries and the appropriate responses. They need to be instructed about those conditions under which they should or need not check with their supervisors. The same principle of demonstration and practice applies to each job type. The fingerprint technician needs to see a demonstration of fingerprinting techniques, classification and search procedures and be given practice in them; the civilian jailer needs similar coaching and practice in processing, searching and subduing subjects representing prisoners. These are all areas where officers complain about civilian inadequacy and in which civilians complain that they received no initial training.
- Training with testing is necessary for situations where employees are performing duties unique to the job and law enforcement. Most people can lock a door, but locking a cell block is not a common experience.
- On-the-job training should be supervised by experienced personnel with back-up support available in case of emergencies.
- On-the-job training should continue until the employee can demonstrate total command of the job in a wide range of situations.
- Training should be directed towards achieving testable skills and should result in some form of formal recognition or certification.
- Procedures should exist for periodically updating and extending the training.

c. *Introducing the use of civilians to the department and public*. Departments have found both resistance to, and disruption from, the introduction of civilians into police work. As noted in Chapter II, officers may initially resent elimination of job slots and feel uncomfortable in dealing with civilians. Citizens have sometimes had the latter reaction when encountering a civilian where they expected to find a police officer. However, these

problems decrease as people become more accustomed to the situation. From personnel interviews, it appears to take 6 to 18 months for officers and civilian employees to accept each other.

Several departments have found that by phasing and publicizing the introduction of civilians, many start-up problems can be eliminated. Among the possibilities are:

- Using news media, community organizations and existing institutions to publicize the program.
- Informing officers of plans to use civilians, the reasons for using them and how officers can benefit from their use.
- Introducing civilians to officers with whom they will deal prior to their assuming assigned duties.
- Introducing civilians singly or in small groups so as not to overwhelm the officers or indicate a larger influx of civilians than is occuring.

d. *Supervising civilians.* Even after civilians are certified to perform their duties on an independent basis, officer supervision and backup is essential because:

- emergencies call for additional law enforcement skills that civilians may not have or be empowered to exercise;
- situations occur in which a person—citizen or other officer—refuses to cooperate with the civilian, and a supervising officer may be needed to carry out the duty or arbitrate the problem; and
- by maintaining officer supervision, the department maintains primary control and responsibility for the function and maintains a reserve capability to perform the job.

3. Monitoring and evaluation.

Close monitoring and evaluation are essential during the first year or two of using civilians to detect problems, verify that program designs are being implemented and determine if objectives and goals are being achieved.

a. *Monitoring.* Regular monitoring of employee activities and opinions provides an excellent source of information for a continuing review of the use of civilians. Among measures that departments can use for monitoring are: costs, job capability, observed performance, job satisfaction, supervisory satisfaction and frequency and intensity of problems. Such information can be obtained from existing records or random interviews with supervisors, civilians and officers working with other civilians. Pertinent records include: payrolls, overhead costs, logs used to record office activity or problems—particuiarly citizen complaints or personnel grievances and duty assignments. For example, the personnel records can be used to monitor job stability and attrition rates.

Another source of useful information is the exit interview with employees leaving the department. Procedural suggestions for the interview include:

- Have a management representative, ideally some discreet and objective person outside the department who would be likely to be trusted by everyone involved, debrief them.
- Find out why they are leaving, what problems they have experienced with civilians or officers and what recommendations they have for improving conditions in the department.
- Use a structured questionnaire with questions similar to those used in the study for the officer-in-charge and civilian job surveys shown in Appendix C. Surveys based on such inquiries provide needed information quickly and economically. They should be modified for a department's specific needs, but should include an omnibus question at the end to obtain statements covering any views not expressed previously.

Monitoring procedures often provide either too little or too much data. If inquiries are too brief and general, the responses are likely to be few and abstract. If questions are too detailed, the response is so great that it cannot be digested. What one needs are a few (perhaps 6 to 12) specific questions, so that responses can be grouped, labeled and illustrated numerically and preferably on a single sheet of paper. Table 14 in Appendix B is an example of how the need for training—as a typical area of concern—can be monitored. Information came from asking a single question of officers and civilians, which was essentially: "What additional training do civilians need in order to be more helpful to officers?" The respondents recommended not only the areas in which training was needed, but what form it should take.

A traditional monitoring method is to request employees to identify problems and suggest improvements. In general, a department should encourage the filing of complaints, both anonymous

and signed; the procedure expands intelligence systems and avoids the need for depending unduly on colleagues who have too much respect for top management's opinion or power to be totally frank. Some departments even use a "hotline" telephone for anonymous comments.

b. *Evaluation.* For departments introducing civilians, an evaluation of the program should be conducted periodically. The frequency and extent of evaluation should depend on needs and costs. Evaluations should probably be made after the first six months and at the end of the first year and annually thereafter. They seem to be more important in departments with hundreds or thousands of employees than in small departments where interpersonal contact and observation are sufficient to provide managers with a basis for making decisions concerning the use of civilians.

Such evaluation requires prior identification of the objectives and issues in employing civilians. Objectives discussed earlier and examples of measures and comparison that could be used in evaluating a program are shown in Table 7.

Much of the data for the above measures can be obtained from routinely maintained records on personnel assignments, costs, department operations, and citizen and officer complaints. In order to resolve questions of quality and satisfaction with the use of civilians and incorporate subjective opinions on whether the objectives are being achieved, it will be necessary to utilize personal interviews similar to those conducted for this study. Questions that could be utilized in such interviews are given in Appendix C.

The specific evaluation methodology used will depend on the objectives selected and available information. An example of how an evaluation could proceed relative to the objectives of "freeing officers for other tasks" is as follows. First, the department should verify that civilians have, in fact, been expending time on the planned tasks. As noted earlier, many departments have had difficulty in hiring and keeping civilians for selected tasks. Also, several departments have experienced high absenteeism among civilians and have been required to continue to utilize a significant number of officers to staff the positions. The verification normally can be made by comparing the number of civilian and officer hours spent on the specific jobs before and after the decision to introduce more civilians. In cases where the workload changes, it will be necessary to incorporate the changes into the analysis.

Provided it can be determined that less officer time is being spent on the tasks to which civilians

TABLE 7: Objectives, Measures and Comparisons

Objectives	Potential Evaluation Measures and Comparisons
Freeing officers for other tasks	Number of officer-hours expended on each task and percent of total personnel time expended by month and year prior to and after the employment of civilians.
Cost savings	Total department costs and costs by tasks for personnel groups—including selection, training, equipment, operations, benefits and overhead
Improving community relations	Citizens' satisfaction with services provided by civilians as compared with officers, using measures such as timeliness, completeness and the courtesy with which services are provided.
Improving services	Comparison of the number of transactions per unit of time, completeness and error rate when the same services are provided by officers and civilians. Examples of transactions are reports processed, fingerprints taken, message units handled or prisoners processed.

are being assigned, the critical question becomes one of how the time is being utilized. If the "other" tasks expected to benefit from freeing the officers have been specified, then the analysis can be based on the officer hours actually expended on those tasks. Again the analysis should be normalized for changes in workloads. Data on the total officer work force should also be analyzed to distinguish whether the extra time is due to the addition of new officer positions in the department or the addition of civilians.

When the tasks involved in the transfer to civilians are quite distinct from those expected to benefit from freeing the officers (such as communications and patrol activity), a department's time allocation records can typically provide the data needed for the evaluation comparisons. However, when the tasks are closely related (such as different tasks in a detention facility or in an identification section), then it may be necessary to use special data collection efforts involving interviews based on questions similar to those given in Appendix C and used for this analysis.

Evaluations aimed at determining the extent of cost savings must incorporate not only the direct personnel costs, but also costs of supervision, training, personnel benefits and equipment. Such information should be available through the personnel and accounting offices. However, testing for changes in community relations or improvements in service typically requires measures of department efficiency and quality of service for which it may be necessary to design special data collection efforts.

Whatever methodology is used, sampling procedures and evaluation designs should be developed in detail before information from representatives of the groups involved is collected and analyzed. Problems and their causes can be identified, insofar as possible, using techniques ranging from those that are highly complex and mathematical to the most straightforward interpretation (as employed in this study). Conclusions resulting from analysis and interpretations should also be weighed by the decision maker along with other available information that might affect decisions about continued employment of civilians.

APPENDIX A

Examples of Job Announcements and Descriptions

Examples of Job Announcements and Descriptions

Samples of selected police department job announcements or job descriptions for civilians in communications, identification and detention activities are included here as well as CSO job announcements and descriptions. They illustrate the variety of content among the cities visited. The following samples are provided as an aid to departments considering writing their own.

Communications

Exhibit 1: Police Communication Dispatcher (announcement)

Exhibit 2: Communications Operator (announcement)

Identification

Exhibit 3: Identification Clerk (announcement)

Exhibit 4: Identification Technician (description)

Detention

Exhibit 5: Police Matron (description)

Exhibit 6: Detention Officer (announcement)

Community Service Officer

Exhibit 7: Police Assistant (announcement and description)

Duties of Communications Personnel

1. Communications personnel shall be under the direct control of the Records and Service Division Commander.

2. In matters relating to the dispatching of officers, the dispatcher shall receive orders directly from the Uniformed Division Commander. He shall relay instructions via radio to their subordinates that are received from any superior officer.

3. He shall dispatch immediately, without waiting for specific instructions, such officers, ambulances, patrol wagons, and other equipment as may be needed to deal with any complaint, requests for police assistance, or other police incident. When in doubt as to the procedure to follow in dealing with a call, he shall consult the chief, division commander, or watch commander in charge of the shift.

4. Either a sound-recorded or written radio log shall be maintained in accordance with FCC specifications. Such other records as assignment reports shall be maintained in accordance with departmental procedure.

5. It shall be the dispatcher's duty to inform officers of the nature of the call on which he is dispatching them so as to enable them to take suitable precautions. He shall so advise the officers when such information is not available.

6. When informed by other officers of the description of persons wanted and their stolen vehicles, or other information on which officers in the field should be informed in order to take some form of police action, he shall immediately broadcast the information to all cars.

7. He shall be particularly alert to calls for assistance by an officer in the field, and shall, without delay, dispatch assistance to that officer.

8. The dispatcher shall make regular time checks at designated intervals.

9. When the dispatcher is to be relieved, he should personally inform the relief of any unfinished work on his tour of duty, including any orders or messages to be transmitted to officers reporting by telephone or call box, and shall brief him on the action that has been taken on any call where the cars assigned are still out of service.

10. Communication clerks will perform such duties as may be required of them in their respective offices.

11. During his tour of duty, the communications clerk is responsible for the receipt of all telephone messages, their proper entry in the telephone record and necessary action thereon.

12. The communications clerk shall call the attention of the chief of police to all matters of importance, such as unusual occurrences and important messages or conditions requiring his attention.

13. The communications clerk shall properly enter on the authorized books and forms a record of all police business affecting the command of the department, occurring or reported during his tour of duty.

Exhibit 1

30 NWPM will be accepted in lieu of the skills test, provided said certification was issued subsequent to June 30, 1973, by a recognized educational institution. The oral interview will evaluate background, personality, adaptability and interest, and is weighted 50 percent.

Applicants who wish to claim Veterans' credit should present proof of service and honorable discharge (Form DD/214) at the time of application.

Information and applications may be obtained from the Personnel Department, Compton City Hall, 600 North Alameda Street, Compton, California, Telephone 537-6000, Ext. 241.

Compton, California

Announcing an Examination for Communications Operator

Open-Competitive Examination No. 001: Open to Compton Residents Only
Final Filing Date: Friday, January 11, 1973, 5:00 p.m.
Salary: $620-$723 per month

Definition

Under direction, to receive and transmit general city and police department telephone calls; to dispatch personnel and equipment; to do miscellaneous typing and clerical work; and to do related work as required. Principally operates a multiple telephone switchboard for incoming and outgoing calls to the police department, giving general information to callers and making necessary switchboard connections; also uses a radio microphone to maintain contact with police and other mobile units in the field, and do related work.

Distinguishing Characteristics

Individuals employed in this class will be a part of the police department. Individuals will operate within an established procedure and are expected to exercise extreme judgment in evaluating emergency calls. Communications operators may be required to work day, evening or morning shifts, any seven (7) days of the week.

Minimum Qualifications

Education: Graduation from high school or equivalent GED.

Experience: Six months of recent experience in the operation of a multiple switchboard or private branch exchange or radio-telephone base unit; or six months of recent experience in general office clerical work, or a combination of equivalent experience.

License Requirement: Appointees shall be required to obtain a third class operator's permit issued by the Federal Communications Commission or whatever necessary requirement as may be imposed for the operation of police and general city radio equipment.

Knowledges and Abilities: Knowledge of office methods, procedures and equipment; ability to type accurately at the rate of not less than 30 net words per minute; a general knowledge of telephone switchboard operations and techniques; ability to understand and follow oral and written directions; ability to keep accurate records neatly and legibly; ability to work cooperatively with others; ability to retain presence of mind in emergency situations and exercise extreme good judgment; ability to speak clearly and concisely; ability to establish effective relationships with other employees and with the public; and other knowledges, skills, personality traits and abilities necessary for this class.

Examination: The purpose of this examination is to establish an eligible list. The written test will measure knowledge of office methods, ability to understand and follow directions, and other related abilities and is weighted 50 percent. The skills test will measure ability to type not less than 30 net words per minute and is qualifying only. Certification of the ability to type

CITY OF ATLANTA CAREERS IN GOVERNMENT

*Identification Clerk (D)**

Starting Salary: $476 Range to: $587

Applications will be received until 5:00 p.m., Tuesday, October 9, 1973.

Written Examination: Applicants may take the written examination on any weekday at 10:00 a.m. or 2 p.m.

Minimum Requirements: Age eighteen (18). Valid Georgia driver's license. Identification clerks are required to type 25 words per minute. Some general office experience and/or education beyond high school highly desirable.

Duties: This is specialized clerical work involving police identification records, including elementary work in fingerprinting and photographing of city prisoners along with the recording of pertinent data relative to arrests and backgrounds. Fingerprinting of job applicants is also performed. Initially work is performed under direct supervision with detailed instructions, but as employees become familiar with the work, they are under general supervision and are responsible for accurate performance of their duties. Employees in this class work either at the city or at the county jail and due to the requirements of 24-hour a day coverage, they may be asigned to any one of three eight-hour shifts. Normally, weekend work is required. Employees in this class do not supervise other employees.

Examination will consist of: Written examination--50 percent; Rating of training and experience--50 percent.

*Pay differential for shift work authorized. Second shift--$497-$612. Third shift--$518-$638.

NOTE: Applicants must be able to work any of the three shifts.

7/30/73

CITY OF ATLANTA PERSONNEL DEPARTMENT
CITY HALL ANNEX
260 Central Avenue, S. W., Atlanta, Georgia 30303

EQUAL OPPORTUNITY EMPLOYER

Exhibit 3

EQUAL OPPORTUNITY

EQUAL OPPORTUNITY: The City of Atlanta is an equal opportunity employer and invites applications from all citizens of the United States without regard to race, sex, religion, national origin, or political affiliation.

EMPLOYEE BENEFITS

PROMOTION: The City of Atlanta offers a genuine merit program for its civil service employees. Promotional examinations are open to all permanent employees.

TUITION REFUND: Permanent employees may receive reimbursement, up to $100 per quarter, for basic mandatory fees incurred while taking courses at an accredited college or university.

VACATION, SICK LEAVE, HOLIDAYS: Employees accrue vacation at a rate which affords a two weeks' vacation per year for the first ten years of service; a three weeks' vacation per year for eleven to twenty years' service; and a four weeks' vacation for over twenty years' service. Sick leave is accrued at the rate of ¼ day for each five days of paid service (13 days per year). Accumulation is unlimited. Eight paid holidays are allowed per year. There is also pay for jury duty and military leave.

RETIREMENT: Employees and the City share costs of a retirement fund which permits generous pension benefits. Most employees with 25 years' service may retire at age 55 and receive partial benefits or at age 60 and receive full benefits.

GROUP INSURANCE, HOSPITALIZATION: Employees and the City share costs of group and hospitalization insurance which provide life insurance and hospitalization for the employee and dependents. This includes a major medical hospitalization plan.

CREDIT UNION: City of Atlanta employees are eligible for membership in a credit union which encourages savings and permits loans by authorized employee payroll deductions.

BASIC JOB REQUIREMENTS

CITIZENSHIP: Applicants must be citizens of the United States.

PHYSICAL ABILITY: A routine physical examination by the Examining Physician is required.

CHARACTER: Applicants are required to be fingerprinted.

VETERAN'S PREFERENCE: Honorable discharged wartime veterans who pass all phases of the examination are allowed additional credit—five points for regular veterans; ten points for disabled veterans who present proof of disability. Discharge papers must be presented.

GENERAL INFORMATION

CERTIFICATION: Salary increments are automatic over a five year period. Annual salary is divided among twenty-six (26) pay periods. Names of candidates passing all examination phases will be placed on an eligible register in rank order of attained grade. This list is good for six months.

PROBATIONARY PERIOD: An initial probationary period of six months, which may be extended to nine months, is required of all City employees.

DRIVER'S LICENSE: When driving a City or personal vehicle is a necessary job requirement, a driver's license is required.

CITY OF ATLANTA

DEPARTMENT OF POLICE
ATLANTA, GEORGIA 30303

J. F. INMAN
Chief

Job Description of an Identification Technician

After completion of extensive on-the-job training and passing a written examination, our identification employees are eligible to be promoted to the position of identification technician.

After being promoted to the position of an identification technician, they are required to attend a forty (40) hour fingerprint course and a forty (40) hour course in operation of the Photo-Electric Intoximeter at the Georgia Police Academy. The identification technicians are then required to attend various seminars and refresher courses to keep up to date in all phases of police identification.

The duties of an identification technician are as follows:

1. All phases of crime scene investigations such as processing the crime scene for latent prints and other physical evidence.
2. Making plaster casts of tire and footprints.
3. Making rubber casts of tool marks, etc.
4. Photographing crime scenes.
5. Making diagrams or charts of crime scenes.
6. Using video equipment to cover demonstrations and riot scenes.
7. Use of all types of equipment and chemicals to process crime scenes.
8. Classifying and searching of fingerprints.
9. Fingerprinting of prisoners and deceased persons.
10. Performing breath tests on persons booked on charges of DUI on a Photo-Electric Intoximeter machine.

Identification technicians work directly with the police officers and detectives of this department. We have men assigned to Mobile Crime Scene Units on the streets and these units are equipped with any type of equipment to process a crime scene. We also are called on from time to time to assist other departments with investigations.

Identification technicians are qualified to obtain and preserve and present in a court of law, physical evidence, and each time having to qualify as an expert witness.

Exhibit 4

Some evidence that we are not equipped to analyze is submitted to the Georgia Crime Laboratory for analysis.

Our technicians also participate in training sessions as instructors at the Atlanta Police Department's training division and the Georgia Police Academy.

/s/ R. E. Sheppard

Captain, Identification Section
Records Division

1974

Detroit, Michigan

Police Matron (Civilian)

Duties Statement: Under supervision, to perform responsible tasks involved in the custody, care and discipline of women prisoners at the Women's Detention Quarters of the police department; and to perform related work as required.

Typical Examples of Work Performed: Subject to departmental rules and regulations and to orders and assignments by superior: Searching and examining the prisoners on entrance; receiving, receipting for and having custody of prisoners' personal property; taking fingerprints and making registration; issuing clothes; assigning prisoners to cells; maintaining discipline and orderly conduct; seeing that prisoners do not escape or hide; seeing that quarters are kept clean and sanitary; overseeing visitor-prisoner interviews; caring for prisoners until medical attention is received; accompanying prisoners to court or show-up rooms.

Minimum Entrance Qualifications: Sufficient practical or academic education or training to warrant the presumption of successful handling of assigned duties; some experience in work involving the custody of persons; some knowledge of police custodial regulations; ability to size up persons and situations; good powers of observation; physical strength and endurance; courage; firmness and fairness in dealing with prisoners; industry, willingness to learn and to perform any assigned tasks; no disabling impairments of vision, hearing or members.

Age Limits: 25-40

$7,857-$8,179

Exhibit 5

CITY OF ATLANTA CAREERS IN GOVERNMENT

*Detention Officer I (D)**

Starting Salary: $638 Range to: $722

Applications will be received until 5:00 p.m., Friday, March 15, 1974.

Written examination will be given weekdays at 10:00 a.m. and 2:00 p.m.

The City of Atlanta Police Department is restaffing its detention facility with civilian correction officers. These responsible positions within the criminal justice system will be open to qualified applicants who can meet mental and moral standards similar to those required for police officers. Those selected will receive formal and in-service training in basic skills of detention operation, psychology, and city and state laws.

Minimum Requirements: Age 25. Driver's license required for some jobs.

Desirable Qualifications: Ability to learn laws and regulations of the State Criminal Code; legal terminology, and court procedures. Ability to establish and maintain effective working relationships with other employees, officials, and the public. Ability to understand and follow oral and written instructions and to keep records and prepare reports.

Duties: This is responsible work in processing and supervising prisoners as they are received in the city jail, and maintaining their custody by enforcing prescribed regulations and procedures. Personal property of prisoners must be put in safekeeping, and care must be exercised to see that the prisoners do not harm themselves or others. Physical strength is sometimes necessary to carry out this last duty.

Examination will consist of: Written examination and/or evaluation of training and experience--50 percent; Evaluation interview--50 percent.

*Official class title is Correction Officer I (D). Salary differential for shift work authorized.

NOTE: See page 50 of this appendix for a complete description of equal employment opportunities, employee benefits, basic job requirements and general information.

Exhibit 6

1974

35

City of Scottsdale, Arizona

"The West's Most Western Town"

POLICE DEPARTMENT
3739 CIVIC CENTER PLAZA
SCOTTSDALE, ARIZONA
85251

Chief of Police
W. C. NEMETZ

DALE C. CARTER
CITY MANAGER

Police Assistant
(Promotional)

Salary: $611-$780

Duties: This position will involve the responsibility for investigating motor vehicle accidents, writing routine police reports, such as burglary, misdemeanors, missing persons, stolen automobiles, preparing and delivering safety presentations to civic groups and related tasks.

Education: Graduation from a standard high school or completion of GED.

Necessary Special Requirements: Minimum Age—18 years. Minimum Height—5'8" (weight in proportion). Must possess a valid Arizona Motor Vehicle Operator's License. Must have sufficient correctable vision to adequately perform assigned duties.

Examination: To be announced.

Filing Date: Applications should be in the Personnel Office no later than 5:00 p.m., May 25, 1971.

Applications and further information may be obtained from the Personnel Office, City Hall, 3939 Civil Center Plaza, Scottsdale, Arizona.

* * *

Distinguishing Features of Work: This is general duty police work in the performance of tasks that do not necessarily require the expertise of a sworn officer.

The police assistant must possess the aptitude, integrity, and stability to perform parapolice functions, but maintain sufficient restraint not to become involved in matters requiring a sworn police officer.

Work is performed in accordance with departmental rules and regulations and police assistants receive assignments and instructions from police officers of higher rank. Work normally consists of report taking, preliminary investigation of certain criminal matters, accident investigation, and traffic regulation. Employees must be able to act without direct supervision and exercise independent judgment in meeting emergencies. Work methods and results are checked by superior officers through personal inspections, review of reports and discussions.

Examples of Work Performed: Any one position may not include all of the duties listed, nor do the listed examples include all of the tasks which may be found in positions of this class.

Exhibit 7

Investigates reports of bicycle theft, stolen autos, malicious mischief, missing persons, routine type burglary calls, frauds and embezzlements, thefts, delayed assault cases, motor vehicle accidents.

The police assistant will also handle calls relating to found property, bicycle impounds. He will also be responsible for the serving of summonses and subpeonas, the giving of safety talks in schools, before PTA and other civic groups, giving tours of the police building and any other assignments as the on-duty watch commander may deem necessary.

Required Knowledge, Skills and Abilities: Emphasis shall be placed on applicant's writing ability; especially in regard to grammar, clarity of thought, meaning and accuracy.

Ability to remember names, faces and details of accidents.

Ability to understand and carry out oral and written instructions.

Ability to deal courteously, but firmly, with the general public.

Ability to analyze situations and to adopt quick, effective and reasonable courses of action with due regard to surrounding hazards and circumstances.

Ability to prepare clear and comprehensive reports.

Education: Graduation from a standard high school or GED. Registered at, or planning to register at, one of the community colleges or Arizona State University.

APPENDIX B

Information Supporting Major Findings

A. Introduction

This appendix provides details of the survey results on which many of the findings summarized in Chapter II are based. The information was primarily derived thfough personal interviews with officers and civilians in the 13 cities visited during the course of this study.

The following section discusses and illustrates the results of interviews with officers and civilians regarding civilian jobs in communications, identification and detention. Section C discusses findings related to the CSO programs.

B. Experiences With Civilians in Specific Job Categories

The proportion of *all* civilian employees (including clerks, typists, janitors, etc.) in the 13 visited police departments varied from 12 to 45 percent of the total strength of departments. The average was 24 percent. Civilians in the job types under consideration (communications, identification and detention) comprised 10 to 45 percent of the total number of civilian employees, with the . erage being 24 percent. Table 1 presents these data for each of the police departments visited.

1. Views of Police Managers

a. *Objectives and benefits.* Almost two-thirds of the police managers' responses (Table 2) were that their objective in employing civilians was to free officers for more critical police functions. Another 20 percent of their responses mentioned cost savings and 16 percent mentioned improved service to citizens.

The table also shows whether and how they believed the city, the police department and police officers themselves benefited from employment of civilians. Relieving officers for other duties was considered the greatest benefit for all three groups. Reducing costs was considered more important to the city than to the department and no benefit to the police officers themselves. The managers also felt the city benefited from improved service, the department from superior civilian performance, and officers from civilian assistance.

TABLE 1: Civilians as a Proportion of Total Department Strength and Proportion of All Civilians in Specialized Jobs Studied in 13 Departments Visited

Cities Visited	Civilians as a Percent of All Police Department Employees	Civilians in Communications, Indentification and Detention (Combined) as percent of all Civilian Employees
Detroit, Michigan	12	21
Jacksonville, Florida	35	25
Atlanta, Georgia	13	42
Denver, Colorado	18	19
Oakland, California	28	45
Huntsville, Alabama	42	16
New Haven, Connecticut	25	10
East St. Louis, Illinois	45	11
Kansas City, Kansas	28	22
Compton, California	39	20
Scottsdale, Arizona	31	13
High Point, North Carolina	32	40
Pittsburg, California	16	20

b. Problems encountered. When asked about problems with civilians (Table 3), ten (38 percent) of the managers indicated that there were none. Among the 16 who indicated problems exist, 51 percent of their responses referred to management-related issues, particularly low civilian pay and civilians' inadequate knowledge of police work. Another 35 percent related to civilians' attitudes or practices, such as tardiness, lack of dedication and excessive use of sick leave. Fourteen percent indicated personality conflicts between civilians and police officers were a problem. At a subsequent point in the interview, managers were again about their problems with civilians. At that time, 20 officers responded and the remaining six had no comment. Of those responding, eight (40 percent) stated specifically that there were no problems. The remaining 12 officers identified problems related to management issues, civilian attitudes or practices and conflicts between civilians and officers as shown in Table 3.

TABLE 2: Police Managers' Views About Civilian Employment

A. Police Managers' objectives in hiring civilians (Percent Responses)*

Relieve Officers	64
Cost Savings	20
Increase Manpower/ Service	16

B. Perceived benefits to city, department and Officers (Percent Responses)

	City	Dept.	Officers
Relieve Officers	46	52	69
Cost Savings	39	31	0
Improve Public Relations	15	0	0
Civilians Perform Better	0	17	0
Assist Officers	0	0	31

A. Police Manager Responses N = 26
Police Managers Responding N = 23

B. Police Manager Responses

N = 26 23 16

Police Managers Responding

N = 21 22 16

Police Managers with No Comment

N = 5 4 10

*This table and those to follow show aggregated responses to interview questions appearing in Appendix C. When forced-choice questions were asked, there was only one response per person, and the percentages used refer to the respondents. But more than half of the questions were open-ended; and in those cases, some persons volunteered more than one response. Tables showing the results of open-ended questions, as does Table 2, use percentages based on the number of responses. However, since both the number of responses and respondents are indicated, the actual number of responses and percentage of respondents, who responded in each category, can be calculated from the presented data.

TABLE 3: Police Managers' Perceptions of Problems With Civilians

Problem Areas	When First Asked (Percent Responses)	When Later Asked (Percent Responses)
Management-related issues	51	60
Civilian attitudes and practices	35	13
Conflicts between officers and civilians	14	27
No. of PM Problem Responses	N = 37	N = 15
No. of PM Stating Problems	N = 16	N = 12
No. of PM Responding "No Problem"	N = 10	N = 8
No. of PM Making No Comment	N = 0	N = 6

c. *General attitudes.* When asked about their general attitudes toward civilians, 12 of the police managers made no comment and the remaining 14 (56 percent) provided 19 responses. Eighteen were very positive (civiljans relieved officers of routine duties, were well-qualified, took initiative, improved community relations and so on). One manager indicated some police officers were bitter because they felt responsibilities had been taken away from them.

2. Views of Officers in Charge and Civilians

Interviews were conducted with each officer in charge of the civilian jobs analyzed and in most cases with two civilians in each job. In all, the 33 officers interviewed supervise about 700 civilians. The civilians range in age from 18 to 67, but most are in their 20s and 30s, and 56 percent are female.

In nearly half of the departments, civilians have been employed for three to 12 years, and in 26 per-

cent for more than 12 years. Of the 64 civilians interviewed, 13 percent had less than one year's experience at their jobs, 25 percent had less than three years, 51 percent three to 12 years, and 14 percent more than 12 years. Thus the sampled officers are responsible for a large number of jobs involving many years of experience. The civilians are representative from the standpoints of age, experience, race and sex.

a. *Quality of civilians' work.* Officers were first asked whether civilians were doing a good job. Some ten minutes later, they were asked how beneficial civilians were to the office. Civilians were asked only how beneficial they were. Table 4 represents responses from both groups. Clearly civilians and their officer-supervisors both believe the civilians benefit the department greatly. Similar responses discussed later in this appendix were obtained when officers were asked to rate civilian performance in specific tasks.

Table 5 shows the distribution of officers' responses by civilian job type and specific tasks.

b. *How civilians Help.* Police supervisors felt that civilians have been most helpful in:

- relieving officers for more critical duties;
- assisting officers (in such matters as handling warrants, processing evidence, fingerprinting, and instructing new officers); and
- providing adequate information for action (such as receiving requests for service and dispatching officers quickly, processing of reports rapidly and using computers effectively).

Thirty percent of the civilian responses indicated that they had been most helpful by relieving officers of clerical duties for field assignments, but a greater proportion (36 percent) stated their greatest value was in providing adequate information for action by officers. The civilians also felt that they were helpful in assisting officers through fingerprinting, booking prisoners, and training officers for specialized tasks, preparing reports, preserving evidence, being responsible for property, serving as witnesses and handling prisoners—including booking them, caring for them, preparing them for court, and searching female prisoners. About one in 13 responses was that they were helpful in communicating with emotionally upset citizens.

Comparison of officer and civilian responses on how civilians have been most helpful is shown in Table 6.

c. *How could civilians be more helpful?* When officers in charge were questioned about how civilians could be made more helpful, 86 percent of their responses recommended improvements in management practices (Table 7). These were about equally divided among:

- reducing the civilian workload (by such means as lessening housekeeping duties, processing prisoners in another department and reducing paperwork);
- permitting greater responsibility for civilians (in such matters as preparing reports, assisting on telephones and working with citizens); and
- providing specialized training.

The remaining 14 percent of the responses were to improve equipment.

Of the civilians, 83 percent of their responses suggested they could be more helpful if management practices were improved. Of those:

- almost 60 percent were for additional technical training;
- 30 percent were for greater responsibility in such areas as lifting fingerprints at the crime scene, processing extradition

TABLE 4: Quality and Benefits of Civilians' Work as Reported by Officers in Charge and Civilians

A. Civilians are doing a	OIC (Percent Respondents)	B. How beneficial to police department	OIC	CIV
Very Good Job	63	Very Beneficial	72	89
Good Job	37	Some Benefit	28	11
Bad Job	0	Very Little or No Benefit	0	0
Total Respondents	N = 30	Total Respondents	N = 30	N = 64

TABLE 5: Officer/Supervisor Evaluations of Civilians' Job Performance by Job Type and Task

Job Type	Tasks	Evaluation*		
		Very Well	Fairly Well	Not So Well
Communications	Receives messages	9	1	
	Transmits Messages	10	4	
	Prepares Reports	5	1	
	Operates Computer	2	2	
	Secretarial/Clerical Duties	6		
	TOTAL	32	8	0
Identification	Receives and Catalogs Evidence	11	5	
	Photographs and Processes Prints	11	3	
	Fingerprint Verify and Search	12	9	
	Testify in Court	2		
	Clerical	8	2	4
	Operate Teletype	2	1	
	TOTAL	46	20	4
Detention	Process Prisoners	14	1	
	Transport Prisoners	5	1	
	Welfare of Prisoners	14	2	
	Serve as Witnesses	1		
	Operate Computer	2		
	Clerical	3	2	
	TOTAL	39	6	0

*The numbers below represent the number of officers responding in each category.

TABLE 6: How Have Civilians Been Most Helpful to Officers?*

CIV Support	OIC (Percent Responses)	CIV (Percent Responses)
Relieve Officers	46	30
Assist Officers	27	23
Provide Information for Action	24	36
Communicate with Citizens	3	11
Total Responses	N = 33	N = 81
Total Respondents	N = 30	N = 64

*Responses of officers in charge and civilians.

TABLE 7: Suggestions of How Civilians Could be More Helpful to Officers

A. OIC Suggestions (Percent Responses)		B. CIV Suggestions (Percent Responses)	
Improve Management Practices	86	Improve Management Practices	83
Improve Equipment	14	Improve Equipment	11
		Better Cooperation between Officers and Civilians	6
Total Responses	N=21	Total Responses	N=46
Total Responding	N=17	Total Responding	N=44

papers, training officers in some technical areas, etc.; and

- 10 percent urged improving screening and selection procedures, giving civilians Civil Service status and improving control over radio practices during emergencies.

The remaining suggestions were for improved equipment and better cooperation between officers and civilians.

(Ironically, a reduced civilian workload was recommended by seven of 17 responding officers, but by none of the 44 responding civilians.)

d. *Problems.* Two-thirds of the 32 officers interviewed acknowledge that civilians had caused problems. Of those who acknowledged problems (Table 8), 71 percent of the responses mentioned management problems, particularly civilians' unfamiliarity with police work and procedures; another 19 percent personality conflicts; and 10 percent a lack of dedication. (When asked about any complaints or reservations officers had expressed about civilians, the officers in charge provided similar responses to those above.)

TABLE 8.: Problems Officers in Charge and Civilians Cause Each Other

A. Ways Civilians Cause Officers Problems	OIC (Percent Responses)	B. Ways Officers Cause Civilians Problems	CIV (Percent Responses)
Management-related problems: unfamiliarity with work; overwork/heavy workload; low pay	71	Management-related problems: heavy workload; officers don't understand civilian job	28
Attitudes or practices: lack of dedication	10	Attitudes or practices: lack of officer respect, lack of officer confidence	58
Personality conflicts with officers	19	Personality conflicts with civilians	36
Total responses	N = 31	Total responses	N = 36
Total responding	N = 21	Total responding	N = 38

Of the civilians, two-thirds felt the officers had caused problems for civilians. Mentioned most frequently were personality conflicts and a lack of respect and confidence toward civilians. Civilians also felt that officers did not understand the civilians' jobs. Forty-two percent of the civilians were aware that officers had expressed complaints or reservations about civilians; the civilians attributed this to officers' feeling that they should be doing the civilians' work.

e. *Types of tasks and quality of work.* The officers in charge and civilians were asked what specific duties were performed by civilians; officers were also asked how well each task was performed. The results are summarized in Tables 9 through 12 and in the following discussion. (Specific tasks associated with each job type are listed in Table 2 of Chapter I.)

TABLE 9: Summary of Types of Duties Civilians Perform Reported by Officers in Charge and Civilians

Duties	OIC (Percent Responses)	CIV (Percent Responses)
Technical support	39	33
Reports/records	23	12
Receives and handles information/evidence	22	20
Custodial (prisoners/equipment)	13	32
Court witness	3	3
Total responses	N = 147	N = 221
Total respondents	N = 33	N = 84

As one would suspect, both the officers in charge and the civilians perceived the civilians' principal role to be one of technical support (e.g., photographic and fingerprinting, operating equipment—communications, intoximeter and paraffin tests). But in regard to secondary duties, officers stressed preparation of reports, records and evidence while the civilians stressed custody of equipment and prisoners.

f. *Quality of task performance.* Since quality of civilian performance is a critical criterion for deciding whether to employ civilians, officers in charge were asked to evaluate the performance of each task carried out by civilians under their supervision. Results are shown in Table 10.

The officers' evaluation thus strongly supports the employment of civilians.

g. *Should more civilians be hired?* Both the officers in charge and the civilians felt overwhelmingly that more civilians should be hired if additional personnel were needed, as shown in Table 11. However, three civilians said their recommendation was conditional upon either improved training or more rigorous employment standards.

TABLE 10: Summary of How Well Civilians Perform Their Tasks According to Officers in Charge

Rating	Percent Tasks Evaluated
Very Well	75
Fairly Well	22
Not So Well	3
Total Tasks	N = 155
Total Respondents	N = 33

h. *Why hire more civilians?* The reasons officers gave for hiring more civilians were that civilians were capable, they relieve officers and there are cost savings (Table 12). The civilians gave similar reasons.

i. *Why should civilians not be hired?* Of the five officers (15 percent of the total) recommending that no more civilians be hired, three gave reasons which included: civilians allowed work to accumulate, they were security risks, because they released police data indiscriminately, and they had a poor attitude toward taking orders. The single civilian who recommended against employing additional civilians thought they should not be hired if training remained the same.

j. *Training.* The officer supervisors were asked to estimate the average time it takes to train civilians; civilians were asked to estimate the amount of training they actually received. The responses are compared in Table 13.

TABLE 11: Should More Civilians be Hired?

Response	OIC (Percent Respondents)	CIV (Percent Respondents)
Yes	85	94
No	15	6
Total Respondents	N = 33	N = 86

TABLE 12: Why Hire More Civilians? Reasons Given by Officers in Charge and Civilians

OIC	(Percent Responses)	CIV	(Percent Responses)
Civilians are capable	56	Civilians are capable	49
Relieve officers	25	Relieve officers	36
Cost savings	19	Cost savings	10
		Opportunity to become officer	5
Total responses	N = 32	Total responses	N = 39
Total respondents	N = 28	Total respondents	N = 34

TABLE 13: Amount of Training Civilians Need and Receive: Responses From Officers in Charge and Civilians

A. Average Amount of Training Needed		B. Amount of Training Received	
	OIC (Percent Respondents)		CIV (Percent Respondents)
Less than one month	23	Less than one month	67
One to three months	23	One to three months	16
Three to six months	37	Three to six months	9
More than six months	17	More than six months	8
Total respondents	N = 30	Total respondents	N = 86

In the aggregate, 77 percent of the officers felt civilians needed a month or more of training, while 67 percent of the civilians from the same offices reported they had received less than one month. However, much of the difference relates to the fact that civilains apparently did not consider on-the-job instruction as important to their training as officers did. In the aggregate, 88 percent of the officers indicated that the training received by the civilians was on-the-job training. Several answered that some formal training in local police facilities both in and outside the department was provided. Only 20 percent of the civilians responded that they had had classroom training, usually for about a week, from a police or sheriff's academy, a police training facility, the FBI, an academic institution or an LEAA-sponsored group.

Nonetheless, 70 percent of the officers thought civilians could be more helpful if they had further training. More than half of the officers' responses (Table 14) suggest specialized technical training, including report preparation, fingerprinting, computer training, ballistics and minor camera repair. Almost half recommended general background training in police work, including police procedures, public relations and civil law.

Similarly, more than half of the civilians' responses emphasized the need for formal technical training related directly to their jobs; they stressed the need for demonstration—how to take fingerprints; how to use equipment; how to process, search and subdue prisoners. The remaining responses were divided between general background training (in law, in officer-type training and in police and administrative structure and procedures) and improved training (longer periods, better instructors).

k. *What civilians don't like about their jobs.* Civilians were asked what they did not especially like about their job (Table 15). Of 55 responses, almost a third cited low pay. About 10 percent were in each of the following categories: personality conflicts between officers and civilians; understaffing (workload too heavy); lack of interest by administrators; and limited opportunities for promotion and advancement. Another 9 percent (from jailers) concerned the lack of physical security while escorting prisoners.

TABLE 14: Training Needs as Viewed by Officers in Charge and Civilians

A. Areas in which civilians should have more training to be helpful to officers	OIC (Percent Responses)	B. Improvements in training suggested by civilians	CIV (Percent Responses)
Technical training	53	Technical training	56
Background in police work	47	Background in police work	23
Improve quality and quantity	0	Improve quality and quantity	21
No. of OIC responses	N = 34	No. of CIV responses	N = 73
No. of OIC responding	N = 23	No. of CIV responding	N = 48

TABLE 15: What Civilians Don't Like About Their Jobs in Police Departments

Dislikes	Percent Civilian Responses
Low Pay	31
Personality conflicts with officers	11
Career advancement/promotion system	11
Heavy workload/understaffed	9
Lack of management interest	9
Lack of physical security (jailers)	9
Lack of respect from prisoners and public	5
Locking people up and smell of drunks	5
Miscellaneous: Knowledge of citizen misfortunes, no hazardous duty pay (jailers), and too many clerical duties	9
Total responses	N = 55
Total respondents	N = 46

l. *Civilian career interest.* As an indicator of civilian interest in continued employment, officer supervisors and the civilians were asked whether they thought civilians wanted careers with the police department. As shown in Table 16, 69 percent of the officers and 82 percent of the civilians thought that about half or more wanted to have a career in the police department. A few officers who answered "a few want to" mentioned, as examples, that women did not stay and that detention work was considered a dead-end job. The lone civilian who answered "none" gave low-pay as the reason.

m. *What contributes to better or worse office conditions?* To obtain an impression of what helps

TABLE 16: Do Civilians Want to Have a Career in Police Departments?*

Response	OIC (Percent Respondents)	CIV (Percent Respondents)
Most want to	53	65
About half want to	16	17
A few want to	28	16
None want to	3	2
Total respondents	N = 32	N = 64

*Responses of officers in charge and civilians

TABLE 17: Officers in Charge and Civilians Comparing Present Office Conditions With Conditions Six Months Ago

Conditions	OIC (Percent Respondents)	CIV (Percent Respondents)
Much better	17	14
Better	30	31
About the same	43	37
Worse	10	16
Much worse	0	2
Total respondents	N = 30	N = 62

or harms office conditions, both officers and civilians were asked to compare the conditions at the time of the interview with six months before. Those indicating an improved or worsened situation were then asked how their office had changed in that period.

Of the 30 officers responding, 47 percent reported that conditions were better or much better and 10 percent described them as worse (Table 17). The improved conditions were attributed to additional and better trained personnel as well as better equipment. The three officers who said conditions were worse referred to the departure of experienced personnel and changes in laws which required more work for their offices.

Of the 62 civilians, 45 percent indicated that conditions were better or much better and 18 percent reported conditions were worse or much worse. Half of the explanations for improvements concerned better organization of their offices; most other comments paralleled those of the officers (better training, better equipment), though some attributed the improvement to recent permanent personnel assignments. Those who said conditions were worse or much worse referred to understaffing, inadequate equipment and recent changes in their shifts.

3. Overview of Benefits and Problems

At the end of the interview each police manager, officer in charge and civilian was asked for additional comments or suggestions on civilians working in their department or office. The purpose was to obtain ideas about subjects not discussed in the interviews and to obtain impressions about subjects they felt strongly enough about to comment further.

Of the 123 people questioned, 100 (81 percent) chose to make 225 additional comments (Table 18). The 225 responses included 67 about benefits (30 percent) and 153 (68 percent) about problems. Three managers said there were no benefits and two said there were no problems.

The table indicates that management focused on the benefits of employing civilians, and the officer supervisors and their civilian employees with the problems. Managers are attracted by the idea that officers will be relieved for field duty, that costs may be less, and that service will increase and improve. Problems were considered to be largely related to management issues such as civilian training, personnel qualifications, excessive workload and insufficient pay.

More detailed information on benefits and problems is shown in Table 19 which lists response categories, the number of respondents and their

TABLE 18: Additional Comments About Civilian Employees Volunteered by Police Managers, Officers in Charge and Civilians

Category	PM (Percent Responses)	OIC (Percent Responses)	CIV (Percent Responses)	Total (Percent Responses)
Benefits	56	15	9	30
Problems	38	85	91	68
Total responses	N = 32	N = 53	N = 80	N = 225
Total respondents	N = 29	N = 23	N = 51	N = 100

TABLE 19: Summary Comparison of Additional Comments by Police Managers, Officers in Charge and Civilian Employees

Response Category	Number				Percent							
	Responses Per Category, By Personnel Classification				Responses Per Category ÷ Number Of Respondents				Responses Per Category ÷ All Responses			
	PM n_v=26	OIC n_v=23	CIV n_v=51	Total(n_v)	PM	OIC	CIV	Total	PM	OIC	CIV	Total
Benefits	52	8	7	67	200	35	14	67	56	15	9	30
1. Economical	15	2	1	18	58	9	2	18	16	4	1	8
2. Relieves Police Officers	22	2	3	27	84	9	6	27	24	4	4	12
3. More/Better Service	15	4	3	22	58	17	6	22	16	7	4	10
Problems	35	45	73	153	135	196	143	153	38	85	91	68
1. Management-related Issues	18	41	66	125	69	178	129	125	19	77	82	56
a. Qual./Training	(8)	(15)	(15)	(38)	(31)	(65)	(29)	(38)	(9)	(29)	(19)	(17)
b. Pay	(3)	(10)	(16)	(29)	(11)	(44)	(31)	(29)	(3)	(19)	(20)	(13)
c. Other Selected Job Characteristics[a]	(2)	(6)	(12)	(18)	(8)	(17)	(23)	(18)	(2)	(8)	(15)	(8)
d. Workload	-	(5)	(13)	(18)	-	(22)	(26)	(18)	-	(9)	(16)	(8)
e. Management Attitudes/ Practices	(5)	(7)	(10)	(22)	(19)	(30)	(20)	(22)	(5)	(13)	(12)	(10)
2. Civilian Attitudes/ Practices	6	1	1	8	23	5	2	8	7	2	1	3
3. Conflicts Between Civ. and POs	11	3	6	20	43	13	12	20	12	6	8	9
No Benefits	3[b]	-	-	3[b]	11	-	-	3	3	-	-	1
No Problems	2	-	-	2	8	-	-	2	2	-	-	1
Totals	92	53	80	225								

Note:

a. Primarily job security and advancement potential

b. Includes a statement by one PM "no benefits to date relative to efficiency, productivity and quality of work." That same respondent also indicated there was a benefit in allowing POs more street time.

responses, and percentages for respondents and responses. Percentages were calculated as follows:

- responses per category were divided by the number of respondents and the quotient was multiplied by 100;
- responses per category were divided by the total of all responses and the quotient was multiplied by 100;

where: n_x = number of respondents by personnel classification; and
n_y = number of responses by response category.

Four primary response categories are included: (1) benefits, (2) problems, (3) no benefits and (4) no problems. The total (n_y) for each category by personnel classification is underlined. Breakdowns for the first two response category groupings are also included.

C. EXPERIENCES WITH COMMUNITY SERVICE OFFICER PROGRAMS

As described in Chapter II, CSO programs primarily utilize young people in a variety of jobs within a police department. Normally, assignments rotate so that the CSOs work under a variety of job supervisors. Eight of the 13 cities visited had CSO programs.

At least two CSOs were interviewed in each city in addition to officers in charge of the CSOs and a police manager responsible for the program. The following discussion summarizes information obtained from interviews concentrated on CSO program operations and personnel experiences.

1. Police Managers' Views

Police managers gave the following reasons for initiating CSO programs:

- to improve police/community relations;
- to relieve officers by assisting them in selected tasks not requiring sworn officers; and
- to identify potential recruits.

They believed these objectives were met to a reasonable and, in some cases, a substantial degree. Five of the eight departments intend to continue the CSO program. Four of the five programs receive most or all of their support from city funds.

The officers believe that the most positive indicator of satisfaction is institutionalization of the program within the department. Its incorporation within the city's Civil Service or Merit System could also be an indicator of satisfaction. CSOs are under Civil Service or the Merit System in only three of the eight cities operating programs. (This, of course, is a measure which can only be used if police department civilians operate under Civil Service systems, which include 55 percent of the nation's municipal police departments.)[1] The few problems that the managers described were the initial resentment of officers (which reduced markedly within a year), the failure of most CSOs to complete academic courses, and—in the view of one officer—a lack of public enthusiasm for the program.

2. Officers in charge and CSO views

The eight cities have a total of 143 CSOs, almost all age 17 to 21 and predominantly male. Minority groups constituted 55 percent of the total (67 blacks, 11 with Spanish surnames and one American Indian). The officer in charge and several CSOs were interviewed in each city.

a. *Beneficial characteristics.* All eight officers in charge stated that their CSO programs were very beneficial to:

- police/community relations and general social conditions (e.g., CSO interaction with the public, especially with young people in the community, the chance for participants to work within the system, CSO contributions in referring citizens to appropriate sources of information or assistance);
- the police department (e.g., CSO support to sworn officers, a helpful recruiting mechanism, cost savings); and
- the CSOs (e.g., educational assistance, the awareness of the possibility of career police work).

CSO perceptions were similar. They specifically emphasized the value of understanding and receiving training in police work. They also mentioned feelings of brotherhood with the officers.

Officers rated CSOs most helpful in police/community relations included meeting the public, distributing crime prevention information, patrolling schools and coaching sporting events. Assistance to officers took various forms: relieving them for field duties by assuming clerical functions, writing parking tickets and serving as dispatchers and jailers when needed.

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[1] International Association of Chiefs of Police and Police Foundation in cooperation with the Educational Testing Service, *Police Personnel Practices in Local and State Governments*, Washington, D.C., Police Foundation, 1971, p. 40.

The officers said CSOs could be more helpful with additional training in preparing reports and coping with citizen complaints. They also could handle such routine items as traffic patrol and reports of lost children, the officer said.

Fourteen of the 18 CSOs interviewed said that the officers were very helpful and supportive. Three rated them fairly supportive and only one not very helpful and supportive.

b. *Problems.* Five of the eight officers in charge said that officers had expressed complaints or reservations about CSOs. These were few and considered minor: excessive CSO absences, inadequate selection criteria, the desirability of a longer probationary period (one year rather than the standard six months), and an improved relationship between line officers and CSOs.

CSOs felt that they were given too many clerical duties and not enough field work, needed more police training, more officer supervision and, in some cases, radios for contacting police officers when working alone. Dissatisfaction was expressed about performing too many personal duties for officers, low pay and no provision for overtime pay. CSOs also indicated they wanted additional responsibilities, such as writing traffic citations, and that departments should pay more attention to the general welfare of citizens. The most difficult parts of their jobs were described as communicating with irate citizens, trying to satisfy citizen needs, preventing disturbances, and communicating with peers and trying to recruit others.

c. *Types of duties and quality of performance.* Seventeen CSO tasks were identified. The list included:

- traffic—detail, writing tickets, handling accidents;
- work in communications section, detention facilities, bicycle bureau, car pound;
- assist officers in contacts with citizens, lectures, patrolling parks, crime prevention campaigns;
- conduct tours in police department;
- report on and patrol vacant homes;
- report abandoned automobiles;
- clerical duties; and
- refer citizens to other agencies.

CSO performance of these tasks (based on 31 evaluations by eight officers) was rated "very well" in 27 cases (87 percent) and "fairly well" in four. No officer indicated that a task was "not so well" performed.

When the CSOs rated their own performance on a scale of one to five, 12 (75 percent) of the 16 responding rated their performance as level one (highest), three as level two and one as level three. Like the officers, the CSOs felt they were doing well at their jobs.

Six of the eight officers in charge said more CSOs should be hired. One of the two, who said "no," felt CSOs should all be recruits.

d. *CSO Training.* Both officers and CSOs thought training was deficient. Most officers recommended training in report writing, public relations, field work with officers and drugs.

The CSOs recommended more and deeper classroom work, more contact with officers, and more field experience. They also would have liked additional training in the police department's organization and function, traffic, safety, clerical duties and dispatching.

e. *Advantages to CSO's.* Both officers and CSOs felt the most important advantages of the program to the CSOs were the training it offered for becoming a police officer, the educational opportunities and the orientation toward a career. Most CSOs are thought to want a police career by seven out of eight of their supervisors. All CSOs said they had given thought to a police career before they entered the program and all are interested in pursuing such a career now that they have had experience.

f. *Reactions to CSO's.* Both groups found community reaction to CSOs very positive. More than half the CSOs thought that their families, friends and neighbors approved of police work as a career. They found that people, on the whole, cooperated with them in their police work. And their personal relationships on off-duty hours had not changed. Although a majority of the responses were very positive, 30 percent felt that reactions of family, friends or neighbors were mixed—some approved and some disapproved. Only two CSOs among the 18 interviewed felt that family, friends or neighbors disapproved after they started police work.

g. *Comparing costs of CSO's.* Comparing the costs of patrolmen and CSOs is difficult. The CSO programs are experimental and were established not just to relieve patrolmen, but among other goals, to improve police/community relations and interest ghetto youths in police work as a career. Initially almost all CSO programs were heavily subsidized by federal or state grants; the cities usually contributed 30 to 40 percent of the total cost.

Usually about one month of formal training plus educational opportunities were provided as part of the federal or state support.

In any case, as of early 1974, the average cost differentials between patrolmen's and CSOs' salaries are larger than those for the civilians in jobs described earlier. Where the average civilian salary was $8,348, the average CSO salary was $5,505—or $5,367 (49 percent) less than the $10,872 for the average patrolman.[2]

h. *The Future of CSO'S.* Prospects for continuation, except in one city where the program was unusually successful, are not clear. One program terminated in 1974 and another two are likely to be terminated in 1975. To continue in the long run, both the city and the police department must consider CSOs useful enough to warrant funding against competition from other city programs. The decisions will probably depend on general budgetary priorities. And since the programs are experimental and small (averaging 1 percent of total police department personnel), they are vulnerable when budgets are being cut.

Since this is a transitional period, past procedures—many of which were related to Model Cities Agency or LEAA requirements—are expected to change. Changes are likely in selection and training procedures, in duties assigned to CSOs, and probably in the objectives and costs of the programs.

[2]Details of cost and performance experiences in four CSO programs in California are discussed in an evaluation, "Final Report on Community Service Officer Cluster Evaluation," Booz, Allen and Hamilton, Inc., 455 California Street, San Francisco, California 94104, April 1974.

APPENDIX C

Questions Asked of Police Department Personnel

Questions Asked of Police Department Personnel

This appendix lists in abbreviated form the questions asked of police department personnel regarding civilian jobs in the 13 cities visited during the preparation of this prescriptive package. Similar questions were employed in obtaining data about the CSO programs. Many of the major findings summarized in Chapter II, and discussed and illustrated in greater detail in Appendix B, are based on an analysis of responses to these questions.

The questions are presented as an aid in understanding how much of the basic information for this study was obtained. Moreover, many of the questions are generally applicable for monitoring and evaluating civilian employment efforts in any police department. The underlying issues addressed are common to all departments (e.g., goal, satisfaction, the identification of benefits, problems, costs and efficiency of procedures).

Three sets of questions are presented. They include those asked of:

- police managers (senior personnel)—Exhibit 1;
- officers in charge of civilians—Exhibit 2; and
- civilians working directly under the supervision of those officers—Exhibit 3.

Exhibit 1

Interview Questions for Police Managers

The following questions were asked of police managers to obtain management's perspective and experiences regarding civilian jobs of interest.

Goals

- What are the objectives of each civilian job or program?

Planning Preceding Adoption of Civilian Activity

- How and when was activity originated?
- How many officers and civilians were involved in planning?
- What special training and formal orientation was received by officers?
- Did you employ civilian consultants?

Prehiring Procedures

- What methods were used in canvassing, publicity, screening and selection of applicants?
- What were the qualifications of applicants?
- What were the planned duties of applicants?

General Process Information

- What police unit was responsible for management of each activity?
- What were the costs for equipment and personnel?
- How many civilians were employed in each activity by age range, predominant sex and race?
- What were the funding sources?
- What type of training was received by the civilians?

Operating Conditions

- How are the civilians in each activity assigned?
- What department is responsible for civilian supervision?
- What are the civilians' actual duties?
- Are the civilians in each activity receiving continuing training?
- What problems have been experienced?

Benefits to Civilians

- What are the fringe benefits to civilians in each activity (health and life insurance, annual and sick leave)?
- Are there career-potential benefits to civilians in each activity? What are they? (Pay increments, educational opportunities, Civil Service or Merit System.)

Monitoring and Evaluation

- Has an evaluation been conducted related to civilians in these activities?
- Who conducted this evaluation?
- What is the purpose of your monitoring and/or evaluation efforts?
- Are the products being used? How?
- Are any of the activities terminated?
- What is the attrition rate for each activity?
- Have these activities benefited the department, sworn officers and the city? How?

Exhibit 2

Interview Questions for Officers in Charge of Civilians

The following questions were asked of police officers supervising civilians in their department.

1. What are the duties of the civilians in your office? List all duties you have observed and indicate generally how well each duty was performed. *(Very well, fairly well or not so well.)*
2. Regarding civilians in your office as a whole, are they doing a very good job, a good job, a bad job or a very bad job?
3. In what ways have the civilians been most helpful to the officers in your office?
4. In what ways could the current duties be modified so that the civilians could be more helpful to the officers in your office?
5. What new duties do you feel could be assigned to the civilians so that they could be more helpful to the officers in your office?
6. In what ways have the civilians caused problems to the officers in your office?
7. How many civilians are assigned in this office? (*Male, female and age range.*)
8. What is the average amount of time it takes to train the civilians in this office? (*Weeks, months, where and by whom.*)
9. Are there areas in which you think the (civilian classification) should have more training to be more helpful to the officers in this office? What are these areas?
10. Considering the civilians assigned in your office, have the officers expressed any complaints or reservations about them? What are they?
11. If additional personnel were needed in your office, would you recommend that more civilians be hired? Why?
12. Generally, do you think civilians would want to have a career with the police department? (*Most would want to, about half would want to, a few would want to, or none would want to.*)
13. Do you think the community is aware of the fact that civilians are working in your office? (*Yes, no or don't know.*)
14. All things considered, how beneficial do you feel the civilians are to this office? (*Very beneficial, some benefit, or very little or no benefit.*)
15. When did civilians first start working in this office?
16. (If civilians were working longer than six months), in general, comparing this office today with six months ago, *is it much better, better, about the same, worse or much worse*? Explain how your office has changed in the last six months.
17. Please list any additional comments or suggestions you have on civilians working in your office.

Exhibit 3

Interview Questions for Civilians in Specific Jobs

The following questions were asked of civilians performing tasks in a police department.

1. In what ways do you feel that the civilians in your office have been most helpful to the officers? (List as many as possible.)
2. In what ways do you feel that civilians could be more helpful to the officers in the future? (List as many as possible.)
3. What is there about this job that you like especially well?
4. What is there about this job that you do not especially like?
5. In what ways have officers caused problems for civilians in this office?
6. To your knowledge, have the officers expressed any complaints or reservations about civilians working in your office? What are they?
7. What are your duties?
8. How much time did you spend in training for what you are doing? (*Weeks, months, where and by whom.*)
9. Thinking about the training, what things would you do to change it?
10. If additional personnel were needed in your office, would you recommend that more civilians be hired? Why?
11. Generally, do you think the civilians would want to have a career with the police department? (*Most would want to, about half would want to, a few would want to or none would want to.*)
12. Do you think the community is aware of the fact that civilians are working in the police department?
13. How beneficial do you feel the civilians have been to the police department? (*Very beneficial, some benefit or very little or no benefit.*)
14. When did you first start working in this office? (*Months, years.*)
15. (If longer than six months), in general, comparing your office today with six months ago, is it *much better, better, about the same, worse or much worse?* Explain how your office conditions have changed in the last six months.
16. How many civilians are assigned to your office? (*Male, female and age range.*)
17. Please list any additional comments or suggestions you have on civilians working in your office.

U.S. GOVERNMENT PRINTING OFFICE: 1976 O—680 121